

**DEBATING TEACHER QUALIFICATIONS, FOCUSING ON TEACHER
RECRUITMENT, CONTENDING WITH A BUDGET CRISIS**

1998-2004

By Linda G. Bond

The biggest story about California is its continuing evolution into the most culturally and economically complex society in the history of humankind.

In three decades, California has evolved from a state of 20 million people, 75 percent of whom were white, to one of 36 million with no ethnic majority, and from a state dominated by big industrial business to a postindustrial melange of services, technology, resources and trade, often termed the “New Economy.”

High rates of immigration, legal and illegal, high birth rates and economic upheavals such as the sudden collapse of the aerospace industry, and the rise and decline of the high-tech industry have contributed to this massive and rapid change.

This evolutionary process has left almost no corner of the state untouched. While it has, for the most part, been a source of economic and cultural strength, it also lies at the heart of the state’s most intractable public policy issues...

Dan Walters, “Politicians’ Dilemma”

The Sacramento Bee, January 30, 2005

Most important, unlike 1994, when the state had also been hit with a massive budget deficit—“now everyone is aware of what can be lost. Everyone now gets it. We could be in receivership, if not to the banks than to the bondmeisters.”

The task now (rising to yet greater heights) is to find the intellectual vision—for government, for the emerging new California society, for “reassembling a larger California.”

Peter Schrag. Quoting Kevin Starr, former State Librarian, in “California 2004: Who Will be the New Visionaries?”

The Sacramento Bee, April 14, 2004

In 1998 Gray Davis was elected Governor of California. Vowing to make education his first, second and third priority, Governor Davis called on the Legislature to convene a Special Session on Education. Davis appointed former Senator Gary Hart Education Secretary and former Senate Education staff member Sue Burr as Undersecretary. Hart and Burr worked long hours to craft and negotiate proposals for the new governor. Four measures, focusing on student achievement, teacher quality, and school accountability, were proposed:

- California Peer Assistance and Review Program (PAR), peer review, staff development and assessment designed for veteran teachers. Results of the peer review program were to be used in annual teacher evaluations conducted by school principals and reported to local school boards.
- Elementary School Intensive Reading Program, an after-school, Saturday and summer session intensive reading program for students in grades K-4 who needed to strengthen and develop their reading skills.
- Public School Performance and Accountability, to rank schools by academic achievement, establish a system for rewarding schools that met performance goals and provide assistance for the lowest performing schools.

- A High School Exit Exam to determine whether secondary students had mastered specified skills in reading, writing and mathematics.

Assembly Republican Legislative Reform Package

As Governor Davis assumed office in early 1999, Assembly Republican Leader Rod Pacheco established an Education Reform Task Force “to assist in the development of educational reforms for California’s ailing public school system.” Pacheco explained that “similar to recent education proposals by Governor Davis,” the Assembly Republican proposals “represent the strong view of the Task Force that comprehensive school reform is built upon three pillars: Accountability, Teacher Competency and School Safety.” With respect to teacher competency, Pacheco said, “Teachers should be qualified to teach. More importantly, teacher competency means teachers should be effectively instructing their students how to read, write and understand the basic principles of particular subjects.” The Republican plan was based upon “general principles to implement teacher accountability:”

Teachers are the most important component of a good public education system. Teachers must be trained, but more importantly, they must be able to translate that training into effective teaching. Any proposal must hold teachers accountable for student progress in testing. Test scores are the only real measurement of student progress.

The Republicans proposed that “teachers should be tested in the subject matter they teach” concluding “teachers cannot be expected to teach children if they do not know the assigned subject matter.” They contended that “entry level teachers should be tested before they begin teaching and existing teachers should be re-tested at least every five years.”

The Assembly Republicans introduced twenty-two education measures--including one by Assemblyman Steve Baldwin to mandate teacher testing and another by Assemblywoman Charlene Zettel to modify the credential renewal process. The Republican proposals did not fare well in a legislature dominated by Democrats; however, one of the proposals was signed into law. AB 27 by Lynne Leach, Vice-Chair of the Assembly Education Committee, required the Commission to review and revise the California Basic Education Skills Test (CBEST) based upon a validity study. Since her proposal to evaluate the content, validity and reliability of CBEST was in keeping with the Commission's commitment to review and revise all educator exams on a cyclical basis, the Commission lent its support to the Leach bill.

Legislative Victories and Unintended Consequences

All four of Governor Davis' education measures became law. His press office trumpeted:

Providing more than \$470 million for reform, the package establishes the first high school graduation exam in the history of California, the first statewide peer-review program in the nation and California's first statewide accountability program for schools. In conjunction with the Governor's budget, California will now invest over \$180 million in elementary school reading programs to improve for the coming year.

The Governor praised the legislature for acting swiftly to pass his reform package:

This is a historic day. The bills will produce results, schools will get better, people will have higher expectations. I don't know if we've ever seen measures of this substance passed as quickly and with as much bipartisan support as most of these bills enjoyed.

Two provisions embedded in Governor Davis's first set of reforms would have a significant impact on successful state programs. The first, enacted as part of the new

peer review program, repealed the Mentor Teacher Program created under SB 813 (Hart, 1983). The Mentor Program had provided crucial support to novice teachers participating in the beginning teacher support and assessment program. Mentors were instrumental in offering assistance and continued preparation to participating first and second year teachers. The second provision sanctioned local collective bargaining regarding the peer assistance program. Governor Davis proposed that teachers receiving in peer review “shall have permanent status and either volunteer to participate or be referred as a result of their biennial performance review.” Thus, the Governor’s measure made the new program subject to local collective bargaining. As *Sacramento Bee* reporter Janie DeFao explained in a March 15, 1999 article:

Davis’ proposal departs significantly from the popular BTSA program. For one, it is aimed not at fledgling teachers but at struggling veterans. In addition, the advice and evaluation of the mentor teachers would not be confidential, as it is in BTSA, but would become part of teachers’ files and could be used by school boards in deciding whether to fire teachers.

Since the intent of the peer review program was to focus on tenured teachers who were having difficulty assisting students to meet learning goals, Davis agreed that teacher associations should have a say in program implementation. However, following direction from the largest state teachers’ association, local bargaining units campaigned to target beginning teachers for peer review, rather than those with tenure. As a result, California had two separately funded programs to provide preparation and support for new teachers—the Beginning Support and Assessment Program and the Peer Review Program. One (PAR) required local collective bargaining, and one (BTSA) did not.

The statutory mandate to bargain PAR led to entanglements with other issues that were locally bargained. In an attempt to insure implementation of peer review, Governor Davis had placed a “hammer” in his legislation to deny state staff development resources to any district failing to implement peer review by a date

certain. In some local collective bargaining negotiations association representatives refused to enter into any negotiations on peer review until issues important to the union were addressed. For example, one district reported the union demanded that negotiations ensue over “a 10 percent salary increase, beginning teacher salaries, and employee benefits prior to any bargaining about the Peer Assistance Review Program.” As a result, this local negotiating process took seven months to complete. In another district the bargaining agent demanded that the school district remove a staff development day from the school calendar prior to any discussion of peer review. In numerous districts the bargaining agent demanded that the local Peer Assistance Review panel be made up of a majority of teachers.

The California Teachers Association (CTA) then made major efforts to subsume continued implementation of BTSA under bargaining over PAR. This had particular implications for the selection of mentor teachers to serve as consultants to beginning teachers. The CTA went on to sponsor highly controversial legislation intended to expand collective bargaining to issues beyond wages, hours and working conditions.

Class Size Reduction Program Reported to be “Regressive”

Meanwhile, the popular Class Size Reduction Program sponsored by former Governor Wilson was subject to increased criticism. In 1998, WestEd, a federally-funded San Francisco based research agency, issued a report suggesting that California’s program may be “regressive” because it allocates the same amount of money for every student. According to the September 11, 1998 issue of *Education Beat*:

Overall, the brief looks to research results from across the country to answer such questions as: “Do small classes in and of themselves affect student learning?” (The answer, the brief says, is “yes.”) And “what conditions are critical to achieving the small-class effect?” (The answer is: “adequate supply of good teachers,

sufficient classroom space, a representative student mix in each class, (and) teacher access to adequate materials and services.” And “how small is small enough? “ (The answer is: “no one knows what the optimal class size is.”)

When it comes to the question of whether the funding will be “flat or wealth-adjusted,” the brief takes a hard look at equity issues in California’s program, which allots \$800 of incentive money for every student in a 20-to-1 primary class.

The report notes that some smaller districts already had smaller classes while urban districts “have had to dig deeply into their own coffers to hire enough teachers and create classrooms.” Even so, the urbans have had a hard time recruiting qualified teachers and finding space for new classrooms.

“One upshot is that in California, students most likely to benefit from smaller classes – minority and inner-city children – may be those least likely to have full opportunity to do so,” the report concludes.

How Public Schools in California Ranked Nationally

In 1998 *EdSource* published “How California Compares, Indicators and Implications for Our Public Schools.” This report asked a series of questions and compared California’s progress to that of other states:

Californians invest nearly \$40 billion a year in public schools that serve close to 6 million children. Is it well spent? Who are these students and what do we know about how well they are achieving?

Do schools and teachers have what they need to help students do better? Where are improvement efforts currently focused? The contrasts and similarities between California and other states can perhaps shed light on these questions. Certainly no other state is quite like California. In terms of sheer size, population diversity, and complexity, the golden state stands alone, even among other large states such as Florida, Texas, and New York. Nonetheless, comparisons with other states and the nation as a whole can provide benchmarks by which to measure California's efforts on behalf of its school children. They can also provide a broader perspective on the way things are and some inspiration for how they could be.

The *EdSource* report detailed how California ranked nationally:

1 st	Number of students
9 th	Teacher salaries
13 th	Per capita personal income
18 th	State and local tax revenues per capita
37 th	High school graduation rate
41 st	Per pupil expenditures
47 th	Revenues for public school per \$1,000 personal income
47 th	Students per computer
50 th	Students per teacher
50 th	Students per principal
51 st	Students per guidance counselor
51 st	Students per librarian

EdSource concluded that teacher quality was a growing concern in California and nationally:

While every state in the nation is confronting some issues related to teacher supply, California is literally overwhelmed. The high rate of

growth in student enrollment, the increasing proportion of teachers near retirement age, and the sustained push for smaller class sizes have combined to exacerbate the teacher shortage problem.

EdSource continued:

California has made some progress ...During the 1998 legislative session, laws were passed making it easier for qualified teachers from other states to acquire California credentials and expanding loan forgiveness programs for up to 8,000 persons willing to teach in hard-to-staff schools or in subject-shortage areas. Colleges and universities are also now charged with integrating professional teacher preparation with programs that foster subject matter competence. The CSU system, for its part, is intensifying its recruitment of teacher candidates through outreach to high schools and community colleges.

While increasing the pool of teaching candidates is one part of the solution, it does not address the high rate of attrition among new teachers. Richard Ingersol of the University of Georgia writes that the nation's high demand for new teachers occurs because "teachers choose to leave their jobs at far higher rates than those in other profession." Consequently, many states are considering or have started "induction" programs, a total of 20 states in 1997. One rapidly expanding effort in California is the Beginning Teacher Support and Assessment Program (BTSA), which provides new teachers with comprehensive assistance from mentor teachers. In 1996-97, 5,000 new teachers participated in BTSA; by the fall of 1999 the California Commission on Teacher Credentialing (CTC) plans for all 22,000 of the state's eligible new teaches to participate.

Significant Education Challenges Revealed

Significant challenges in other aspects of California's education system were being revealed. A December 19, 1999 *Sacramento Bee* editorial declared:

It is well known by now that California's special-education programs—which encompass 650,000 developmentally and learning disabled students, about a tenth of the public school population—are costly, spending on average \$5,500 more per child than on general education. What isn't so well understood is how many students have been unnecessarily shunted off to special education: nearly 40 percent are there not because they were born with major learning difficulties but for the simple and unforgivable reason that the schools have failed to teach them to read. This astonishing fact is documented in painful detail by a recent report in the *Los Angeles Times*.

According to the *Bee*, the *Los Angeles Times* study revealed:

Some 18 percent of special-education students are so designated because they suffer from emotional disturbances, mental retardation or autism and 26 percent have speech and language impairments, such as stuttering. The rest, just over half, are classified as "learning disabled," a catch-all category that has mushroomed since the early 1980's and consists primarily of students who have trouble reading.

Alice Parker, the state's director of special education told the *Times* that many of the "learning disabled"—as many as 250,000 students—should not be in special education at all. "What they need," Parker said, "is intensive reading instruction by expert teachers who can help them master the phonics skills that will enable them to progress." "Few are getting it," reported the *Bee*:

Special-education students are three times more likely than their mainstream peers to have uncredentialed teachers. Their teachers are no more likely than regular teachers to have special training in reading instruction. A special-education designation in California has become a one-way ticket: Fewer than 10 percent of student ever return to mainstream instruction.

“Is it any wonder that special-education students are twice as likely as their mainstream peers to drop out before graduation?” queried the *Bee*. The editorial explained that “the failures are not universal:”

Locally, the Elk Grove Unified School District has a program it calls “never-streaming,” which uses teams of reading specialists, psychologists, speech therapists and general and special-education teachers to assess the strengths and weaknesses of every student early in each school year. Recently, Elk Grove lobbied for and won state permission to use special-education funds to provide extra instruction for students at risk of failing in the general program. Over the past six years, it has reduced special-education designations from 17 percent to 6 percent of its 45,000-student population.

In the long run, both the district and the state save money. But more important, such programs may save the academic life and the future prospects of children. Early, expert help for young, struggling readers must become standard practice for every district in the state.

The dearth of appropriately prepared special education teachers was another unintended consequence of California’s Class Size Reduction Program. The Class Size Reduction Program led to significant shifts in teacher assignment as special education teachers “self-revoked” their specialist credentials, returning to regular education classrooms. These shifts were coupled with increases in student

enrollment as public school enrollment grew from 4 million in 1980 to 6.2 million in 2003.

A Debate on the Importance of Teacher Qualifications

California was creating very rigorous academic standards for its elementary and secondary school students, but its per-pupil spending on schools was somewhat below average, while its teacher-pupil ratio was one of the nation's highest. According to a 1999 report by the Center for the Study of Teaching and Learning:

The goal of high standards for all students is a deceptively radical one. On the surface it is a rhetorical phrase with which most would have long agreed. Yet, if taken seriously, it represents a rejection of a basic tenet of American schooling: some students will achieve at high levels, most will succeed moderately, and others inevitably will be low achievers. The California standards, in contrast, call not for just the best and the brightest—or the most advantaged—to succeed; all students are expect to reach high levels of performance.

The Center reported, “Effective teachers are those with strong verbal and mathematics skills, deep content knowledge in the subject they teach, and strong teaching skills.” The Center directors suggested, “Measuring such characteristics is not always easy.” However, they said, “In California, the state has established minimum requirements for a regular teaching credential that combine coursework, practical experience in classrooms, and passing scores on basic skills and subject matter assessments.” “Successful completion of these requirements,” they opined, “represents the minimum acceptable indication of quality and effectiveness to teach in the state’s classrooms.” “Research in California has shown that students perform better in schools where most teachers have met these requirements; students perform worse when they are in schools with larger numbers of underqualified teachers,” they concluded.

The Center for Teaching and Learning was created in 1995 as a public, nonprofit organization with a focus on strengthening the capacity of California's teachers for delivering rigorous, well-rounded curriculum, and ensuring the continuing intellectual, ethical and social development of all children. The William and Flora Hewlett Foundation; the Walter S. Johnson Foundation; the Philip Morris Foundation; the Stuart Foundation; and the University of California Office of the President funded the Center project on teacher distribution.

Commission representatives had encouraged creation of the Center to provide crucial information on teacher supply and demand after the Commission repeatedly attempted, unsuccessfully, to obtain funding or permission to pursue supply and demand studies. Given numerous recruitment and retention initiatives implemented under the Wilson administration, Commission staff began to wonder whether teacher supply might equal demand. In fact, the data showed that California was producing enough teachers to satisfy demand; however, many teachers were choosing not to teach in the geographic or subject matter areas of highest need.

According to the Center:

The distribution of qualified teachers is quite uneven across the state. Students in poor, inner-city schools are much more likely than their more advantaged suburban counterparts to have underqualified teachers. Students who score in the bottom quartile of reading achievement in third grade are five times as likely as students scoring in the top quartile to have an underqualified teachers.

The Center determined that "those students in greatest need of effective teachers are the most likely to be in classrooms with underqualified teachers."

The Fordham Foundation Offers an Opposing View

Not all researchers agreed that fully credentialed individuals were crucial to student achievement. In 1999, the Thomas Fordham Foundation reported, “Math and science students whose teachers hold “emergency” credentials do no worse on tests than students whose teachers are fully certified, all else being equal.” Chester E. Finn Jr., president of the privately run school-reform research organization said, “Education is the last remaining field in America where people think you can boost quality by tightening the rules and multiplying the regulations.” The Fordham researchers claimed, “Students whose teachers have any kind of certification (standard, emergency or alternative) outperform students whose teachers have no certification or are certified in a different subject.” They argued, “This result should cast doubt on assertions that standard certification should be required of all teachers. In criticizing a proposal by President Clinton, Finn, a former Reagan administration Education Department official, contended, “Teacher hiring should be left to local school leaders.”

Joining the debate, Bob Chase, president of the nation’s largest teachers union, said:

Licensure isn’t a regulatory intrusion; it’s a standard to protect children. It is critical for teachers to know the subject matter and content of what they are teaching, and it is equally critical for them to understand how the brain works, how to instruct children with different skill levels, and how to keep a classroom full of kids in their seats so they can share their content knowledge.

A Mixed Message on the Impact of Teacher Qualifications from the Public Policy Institute

“Student’s peers have a stronger effect on academic achievement than the qualifications of their teachers or the size of their classes” reported Maureen Magee

in an August 27, 2003 *San Diego Union Tribune* article. “An unusual study by the Public Policy Institute of California examined student achievement in more detailed ways than traditional analyses,” the Union-Tribune claimed.” “Inexperienced teachers, can in many cases, be very effective,” said Julian Betts, a senior fellow with the institute and an economics professor at UC San Diego.

The Public Policy Institute study did not discount the effects of teacher characteristics and class size; however, the study reported that less than fully credential teachers can be effective in early elementary grades. This examination analyzed individual student scores instead of the grade-level information used in traditional studies, according to Magee. Researchers chose to examine data in the San Diego Unified School District because the student population closely resembled the state’s demographics. The study analyzed state standardized test score gains in San Diego Unified during the 1997-98 school years through the 1999-2000 school years. “Where teacher qualifications appear to matter most are in high schools,” according to the UC researchers. In secondary math classes, the most effective teachers are those with subject-matter knowledge. And in English classes, it is teachers with the highest degree – a master’s or a Ph.D. – that are most successful in raising student achievement, they said. High school students taught by an English teacher without a full credential gained only about a third as much in reading achievement as those who had a fully credentialed teacher, the researchers found.

A Push to Do Away With Credentials

Chester Finn, a former education official under President Reagan, and Dr. Linda Darling-Hammond, Chair of the National Commission on Teaching and America’s Future, carried on the debate over teacher qualifications in the national media. Meanwhile, in California, some conservative legislators argued that emergency permit teachers were just as effective in fostering student achievement as fully credentialed teachers. These legislators asserted that local school principals would

know best how to staff their schools--principals should be free to hire whomever they felt could do the job. In response to a request for more information on this issue, Commission Executive Director Dr. Swofford wrote to several senators in August of 1999:

Your inquiry is particularly important given the national debate that is occurring regarding the relative costs and benefits of teacher preparation and licensing...Unlike other states, California requires teachers to be prepared in a subject and in how to teach that subject. Our state laws in teacher education are (based on research showing) that fully prepared teachers are better able to manage a classroom and achieve learning gains for students. These studies find that:

- In every category of possible investment in teachers' knowledge and in every area in which standards for teachers are set (licensing, accreditation, advanced certification, on-the-job evaluation) there are substantial differences in the policies and practices employed by states, and these difference influence what students learn.
- After controlling for student characteristics like poverty and language status, the strongest predictor of state-level student achievement in reading and mathematics on the National Assessment of Education Progress was each state's proportion of well-qualified teachers.
- A strong negative predictor of student achievement was the proportion of teachers on emergency certificates.
- The effects of well-prepared teachers on student achievement can be stronger than the influences of student background factors including poverty, language or minority status.

Dr. Swofford continued:

Two other studies echo these findings: one recently completed by the Los Angeles County Office of Education shows that a full 25% of the variance in student test scores in reading and math is directly attributable to whether teachers hold a teaching credential rather than an emergency permit; and another of the New York City Schools that concluded that differences in teacher qualifications (educational degrees, certification status, and experience) accounted for approximately 90% of the total variation in student achievement in reading and mathematics at all grade levels tested.

Assemblyman Steinberg Heads the Assembly Select Committee on Low-Performing Schools

The debate over teacher qualifications gave rise to a concerted effort in California to address inequities in the distribution of credentialed teachers. In the Fall of 1999, the Assembly Speaker granted Assemblyman Darrell Steinberg permission to create a special legislative committee for the purpose of reviewing issues related to recruitment and retention of teachers for low-performing schools. “The goal of the Assembly Select Committee on Low Performing Schools,” Steinberg announced, “is to address what is arguably the most important factor in the quality of education our children receive and on the overall performance of our schools. That factor, simply stated, is the quality of teaching.” Steinberg said, “A recent Harvard study showed that teacher quality is the greatest determinant for student performance.” He contended:

For thousands of California children, who are falling through the cracks, live in poverty, attend crumbling school campuses, or are taught by improperly trained teachers, education reform isn’t coming fast enough. Over 1 million students attend schools where more than

75% receive free or reduced lunch, which is one of the most significant indicators of poverty. Of the teachers who teach in these schools, 16% are without a credential. There are more uncredentialed teachers in this group than in any other. This compares with just 4% of uncredentialed teachers in those schools with the lowest student poverty level.

All students can achieve at high levels; that is both a statement of belief as well as an expectation. Getting them to achieve at high levels is primarily the task that falls on teachers. Unfortunately, a large percentage of our lowest-performing schools have a disproportionately large number of teachers who are the least qualified, or are new to teaching, or possess only an ‘emergency’ teaching credential. When the socioeconomic, cultural, and linguistic challenges facing the students are combined with the quality of personnel assigned to teach them, the inevitable outcome is what we have today—namely, a subset of our public school system which fails both kids and adults. The children in the state of California will not be able to achieve the content and performance standards set by the State Board of Education unless the issue of teacher quality is addressed.

Steinberg announced, “The Select Committee on Low Performing Schools will work toward solutions that will improve educational opportunities for our most vulnerable children who attend our most challenged schools.” The Committee would focus on teacher attraction and retention, the quality and content of teacher credentialing programs, strategies and policy options to reduce teacher burnout, and attraction and retention of quality administrators. In conducting these discussions, Steinberg said, “The committee will gather the most recent information available in a quest to answer the following questions:

- Who are our low performing students?

- Who is teaching them?
- What will it take to attract highly qualified, fully credentialed teachers to our most challenged schools?
- What other factors need to be addressed to attract and retain credentialed teachers to low performing schools?"

He explained that from roundtable discussions, the Select Committee would draft legislation designed to attract credentialed teachers to low performing schools and would begin to solve the "significant inequity between wealthy and disadvantaged schools."

Commission staff testified at three of the four special hearings held by Mr. Steinberg's Committee. The Commission representative provided information on the research linking teacher qualifications and student achievement; and efforts of state policymakers to recruit, prepare and retain qualified teachers for all students, including removing barriers to qualified teachers from other states. Commission staff went into some detail about recruitment and preparation programs administered by the Commission, and reported that these new efforts were "bearing fruit:"

- The number of college students and others who say they want to go into teaching is up;
- The number of teachers being prepared at the California State University is up;
- The number of teachers being prepared at the independent colleges is up;
- The number of teachers participating in beginning teacher support and assessment is up.

The Commission spokeswoman expressed concern, however, about the number of emergency permits being requested, data showing demand was still outstripping supply, and evidence that “the distribution of qualified teachers is seriously uneven.” The Commission witness echoed testimony from the Center for the Future of Teaching and Learning citing a correlation between school poverty and teacher qualifications, and made an effort to explain why teachers might not serve in schools where they are most needed. Quoting from a paper by Dr. Dennis S. Tierney entitled “A Study of the Employment Patterns of Recent Graduates of California Teacher Education Programs,” she testified:

Information to date indicates that teachers choose schools within a 25-mile radius of their homes and where they believe they can succeed. The factors they perceive as key for their success appear to be safe conditions, school level leadership, capable teaching colleagues, and adequate books and materials.

She went on to offer a caution:

When states face teacher shortages the tendency may be to lower standards, relying on “smart people” who have little preparation in teaching to fill the void. This would be tragic, given the striking data on the relationship between well-prepared teachers and student achievement.

Instead, she said, “It is imperative that California create the conditions necessary for teacher and student success.” She offered recommendations on behalf of the Commission designed to build on efforts by Governor Davis and the Legislature to target resources to districts with low-performing schools and increase the number of schools receiving significant resources over time to reform schools, while providing incentives to attract and retain qualified teachers:

- Require each participating district to develop a comprehensive multi-year plan designed to increase student performance in low-performing schools. Specify that each plan address school safety, teacher qualifications (with special emphasis on the qualifications of teachers assigned to teach reading); adequacy of textbooks and instructional materials; support, training and assistance for teachers; curricular approaches that provide organized, systematic, approaches to learning.
- Encourage the use of teams of educators, including an administrator and several teachers, to serve as core staff when intervening in such schools.
- Provide flexibility in the use of class size reduction funding to hire qualified teachers and reading coaches, lowering the adult to student ratio while ensuring qualified teachers are placed with struggling students.
- In conjunction with implementation of the multi-year district plans, phase in restrictions on the percentage of less than fully qualified teachers who may be assigned to teach in any school, and on the ratio of beginning teachers to veterans in any school.
- Provide funding to districts with large numbers of emergency permit holders, interns and or waiver holders to provide incentives (such as a daily stipend) for retired teachers to serve as mentors, support providers and trainers for less than qualified staff.

- Provide funding to increase the number of reading certificate holders, teachers who are prepared to diagnose and assist struggling readers.
- Provide targeted funding for colleges and universities to develop and implement teacher preparation programs designed to attract, prepare and retain teachers for urban schools. (Models for such programs included programs at Holy Names College, the University of Southern California, UCLA Center X and California State University, Dominguez Hills).
- Encourage school districts to streamline hiring practices to provide early notice to prospective employees about job availability, relying on models such as those developed by the New Haven Unified School District and the San Diego Unified School District.

Assemblyman Steinberg, Senator John Vasconcellos, Chair of the Senate Committee on Education, and other legislators joined together to sponsor legislation emerging from the Select Committee hearings. Two measures were enacted, AB 75 (Steinberg et.al.) to provide for principal training, and AB 961 (Steinberg, Vasconcellos, et.al) on school-based resources, flexibility and accountability.

AB 75 was the second measure Mr. Steinberg carried designed to upgrade administrator training. The Governor vetoed Steinberg's first bill, AB 1892, co-authored by Assemblyman Rod Pacheco. AB 1892 would have provided new funding to support, guide and induct new school site administrators, using experienced administrators as mentors. Following the work of the Select Committee, Governor Davis sponsored AB 75 which incorporated many of Steinberg's original ideas. The AB 75 "Principal Training Act" provided \$15 million to train 5,000 principals and vice principals each year. The funding was

sufficient to “ensure that every K-12 principal and vice-principal will receive the benefit of leadership training over the next three years,” said Governor Davis when he signed AB 75. At the AB 75 signing ceremony Governor Davis thanked the Bill and Melinda Gates Foundation “for its generous support in granting \$18 million over three years to help school districts pay the local matching costs of \$1,000 for every \$3,000 paid by the state.” “We know that a strong principal is a vital ingredient to school success,” said the Governor. “The difference between a low-performing school and a high achieving school with similar demographics is very often found in the leadership skills of its principal.” The Commission, at the request of representatives of administrators statewide, later voted to accept work by beginning administrators completed under AB 75 as an accredited program leading to the professional clear administrative credential.

AB 961 was designed to provide school districts with low-performing schools a block grant along with flexibility to choose from a menu of incentives and programs designed to attract and retain quality teachers and principals to the lowest performing schools, while holding them accountable for meeting state standards. This measure built on Davis’ Public Schools Accountability Act, which targeted low-performing schools for additional support, coupled with focused accountability measures. The 2001-02 Budget contained \$200 million to provide an intensive improvement program (the “immediate Intervention/Underperforming Schools Program”) in schools in the bottom deciles of the Academic Performance Index. AB 961 called for School Level Action Plans, jointly developed by participating districts and schools, and funding to support for technical assistance to support the required planning process.

Expansion of the Paraprofessional Teacher Program

In January 1999, Governor Davis identified the paraprofessional Teacher Training Program as an important element of his education initiative, Enhancing

Professional Quality. Governor Davis authorized an additional \$10 million in the 1999-2000 State Budget for program expansion. Career ladder programs provide funding to support individuals while they work in the classroom and complete their teacher preparation. The primary purpose of the California School Paraprofessional Teacher Training Program is to create local career ladders that enable school paraprofessionals to become certificated classroom teachers. In most instances participants have served in a classroom environment for more than eight years. Therefore, program graduates do not experience the culture shock that might be experienced by individuals with little or no classroom experience. In return, each participant must make a commitment to complete one school year of classroom instruction in the district or county office of education for each year that he or she receives assistance for tuition, fees, books, and other costs received under the program. Additionally, the program was created to respond to teacher shortages, improve the instructional services that are provided by school paraprofessionals, diversify the teaching profession, and establish innovative models for teacher education. Initially established by legislation authored by Senator David Roberti (SB 1636) in 1990, the Paraprofessional Program was funded for the first time in 1994-95. The 1994-95 budget contained \$1.478 million in local assistance funds for implementation of 13 local programs. Legislation signed by Governor Deukmejian (Chapter 1220, Statutes of 1991) required the program to focus on the recruitment of paraprofessionals who are specializing in working with English language learners and special education students. Governor Davis responded to requests to expand the program after repeated efforts by school employee unions and legislators to increase participation were rebuffed during the Wilson administration.

Assembly Member Jackson's AB 2382 Provides for Improved Access to CBEST

Also in 1999, Hannah Beth Jackson carried legislation crucial to the Commission. A Democrat from Santa Barbara, Jackson authored AB 1282, which required the Commission to increase the availability of the CBEST and improve exam-related services to candidates. The measure also allowed a very modest increase in

CBEST fees, which had been capped since the enactment of the CBEST legislation over fifteen years earlier. AB 1282 was essential to maintaining the solvency of the state-mandated exam. Under the Jackson measure, companies wishing to contract with the Commission to administer CBEST would be required to propose improvements, including adding one or more test areas in California; adding one or more test dates in California; reporting scores more quickly; adding out-of-test testing and offering web-based registration services. Assemblywoman Jackson's measure paved the way for a web-based registration service; ten additional test sites in California; test score reporting to candidates within three weeks; a toll-free information phone number; and internet-based communications between the contractor, local school districts and institutions of higher education. All of these improvements were provided at no additional cost to candidates.

The Second Wave of Major Reforms: A Focus on Recruitment

Governor Davis and the Legislature built on the foundation they had created during Davis' first year in office. The second wave of reforms and resources focused on recruiting talented candidates to the teaching profession, retaining capable and dedicated educators, and renewing teachers' knowledge and skills in the classroom through professional development tied to statewide standards and goals. In an editorial dated January 7, 2000, *The Sacramento Bee* welcomed the second round of reforms as "a more expansive vision of what California must do to improve the quality of schooling in the state." *The Bee* editors said:

Davis described two states in his State of the State address, the first the private California, home of Silicon Valley and Hollywood. That has produced, as venture capitalist John Doerr puts it, 'the single greatest legal creation of wealth in the history of the planet.' The other place is public California, the state of shabby classrooms and out-of-date school libraries, the state where too many children learn less than their peers across the country, in large part because too few have talented, well-trained and well-supported teachers. Except for

securing our own freedom—there is no job more important than educating our children. It is the obligation of our generation and the best hope of the next.

The Bee editors suggested that the Governor's initiatives to deal with the teaching crisis would have to be judged, one by one, on their merits. "But there's no doubting" they said, "that on the big point Davis is right: Improving the teacher corps should be at the center of this year's education agenda." On this second round of Davis education initiatives, the Commission provided advice on proposal development and testified in support of the Governor's sponsored measures as they moved through the legislature.

Some Legislators Question the Governor's Proposals

As Davis pushed for attention to teacher recruitment, some legislators questioned whether the Governor's teacher quality proposals were sufficiently responsive to the needs of students in poverty. Senator Tom Hayden, one of California's most liberal legislators, suggested in a January 21, 2000 letter to the Governor, "It would be helpful to the Legislature if the overall proposals could be broken down to identify where the Administration targets the needs of disadvantaged students." Hayden wrote, "It is difficult to decipher whether the state is really funding the equivalent of a "Normandy landing" to save our imperiled schools or not. Only further dialogue and data will help us know." Setting a tone that would continue for years to come (eventually culminating in a multi-million dollar lawsuit against the state) Hayden contended, "In prioritizing the gravity of the crisis, we have to begin with inner city schools. The next generation of children are at risk of suffering lifetime setback because of socioeconomic factors and the unequal distribution of good teachers." The Senator concluded, "You are to be commended for keeping public and political attention on the education agenda, and for initiating a coherent policy agenda. But the question remains whether the agenda advances the course of equal educational opportunity, civil rights and social justice rapidly and comprehensively enough."

The Governor's key teacher recruitment measure, SB 1666 (Alarcon, Chapter 70, Statutes of 2000) was approved by the Legislature with bipartisan support. Davis' Education Secretary, Kerry Mazzoni, said the Governor's initiative offered "unprecedented incentives to attract teachers." She called attention to "regional recruitment centers; an acceleration of the credentialing process for teachers already working in the classroom under emergency permits; improvements in teacher salaries and working conditions, and a campaign to raise the profile of teaching as a valued profession." Excerpts from a 2000 report mandated by Title II of the federal Education Act, outlined the following initiatives, which were enacted to recruit and prepare new teachers for California's schools:

- *Beginning Teacher Salaries:* Increased beginning teachers' salaries statewide to \$34,000 a year.
- *Reduction of Emergency Permits:* New statutes require more specific documentation from a school district to the Commission on Teacher credentialing when the district requests an emergency permit to ensure that school districts conduct a diligent search for an appropriately certificated teacher.
- *Credential Equivalence for Out-of-State Teachers:* California is the first state to provide California credentials to out-of-state teachers based on equivalent experience or requirements. Equivalence is determined either by successful teaching experience (for veteran teachers) or completion of equivalent requirements (for new teachers).
- *Teacher Recruitment Incentive Program (TRIP):* Established teacher recruitment centers in six regions of the state where there is a demonstrated need to aggressively recruit fully-qualified teachers to the most challenging schools.

- *Teaching As A Priority (TAP)*: Provided grant awards to low-performing schools for discretionary teacher recruitment and retention incentives. Incentives may include (but are not limited to) signing bonuses, improved working conditions, salary increases, housing subsidies or a longer school year.
- *California Teaching Fellowship Program*: Provided awards of \$20,000 to 1,000 teacher candidates who earn credentials and agree to teach in low-performing schools for four years.
- *Teacher Intern Programs*: Expanded annual grant amounts (from \$1,500 to \$2,500) to school districts for teacher interns and expanded program enrollment.
- *"Fast-Track" Teacher Intern Programs*: Added an option within the Intern Program for eligible candidates to test out of credential requirements.
- *Paraprofessional Teacher Training Programs*: Expanded funding ten-fold to increase the number of participants from 580 to over 3,300.
- *Summer Session Teacher Preparation*: Funded state-supported summer session teacher preparation programs at the California State University (CSU) enabling teacher candidates to accelerate their preparation.
- *Assumption Program of Loans for Education (APLE)*: Increased loan awards for teachers who serve four years in subject shortage or low-income areas.
- *Teachers Scholars*: Created the Governor's Teachers Scholars, a 15 month credential and master's degree program at the University of California (UC) that will provide prospective teachers with full scholarships in exchange for teaching in schools which are the most difficult to staff.

- *Housing:* Provided below market mortgages for qualifying new teachers. Teachers must agree to serve in a low-performing school for five years.

Targeting Teacher Retention

The Governor and Legislature recognized that by retaining talented professionals already committed to teaching, they would reduce the need to recruit new teachers. Additionally, rewarding teachers for gains in student achievement might align a system of rewards to the statewide goal of increased student achievement. The following incentives were enacted to increase teacher retention in California:

- *Teacher bonuses:* One-time cash rewards to teachers and certificated staff in low-performing schools that significantly improve school performance.
- *Teacher tax credit:* Teachers who serve at least four years in public or private schools are entitled to tax credits ranging from \$250 to \$1,500, based on their years of service.
- *Teachers' Supplemental Retirement Account Program:* Members of the State Teachers' Retirement System (STRS) have 25 percent of their STRS contributions (2 percent of earnings) placed in a supplemental retirement account that will be available as a lump sum payment or an annuity when the member retires.

Teacher Quality/Professional Development

California's Professional Development Institutes, coordinated by the University of California's Subject Matter Projects, were held at institutions of higher education and other regional sites throughout the state. These institutes were research-based and aligned with state standards. School teams of educators were offered initial

instruction in intensive training segments of one to three weeks. Multiple follow-up sessions were provided throughout the school year. Participants received stipends ranging from \$1,000 to \$2,000, depending on the amount of study at the institute. The Governor and Legislature established (or expanded) the following institutes, consistent with statewide goals in student achievement in math and reading, and to assist English language learners:

- *Math and Reading Professional Development:* Expanded the University of California Professional Development Institutes in math and reading to provide professional development in these subjects for all of California's teachers over a four-year period.
- *Subject Matter Projects:* Expanded the California Subject Matter Projects to create intensive summer academies for teachers without teaching credentials and those teaching English Language Learners.
- *High School Professional Development Institutes in English and Math:* Professional development in the teaching of math and English for high school teachers, so that teachers could better prepare students to pass the math and English portions of the state's standardized tests, the high school exit exam, and strengthen instruction and curriculum offerings so that more students can meet college entrance requirements.
- *English Language Development Professional Development:* Training for teachers serving students with English as their second language. At the time, nearly 25 percent of students in California school were English Language Learners.
- *Algebra Academies:* Professional development in algebra instruction for teachers in middle and high schools.

In addition to professional development institutes, the Governor and Legislature also funded incentives for teachers to achieve National Board Certification. Bonuses of \$10,000 were awarded to National Board-certified teachers, and an additional \$20,000 was awarded to board-certified teachers who agreed to teach at low-performing schools for four years.

Torrie Norton Serves During the Transition Years

There have been numerous educational challenges, including the issue of teacher supply and the use of emergency permits to meet our state's pressing need for teachers. In response, the Commission has developed, under the leadership of Governor Gray Davis and with the support of the Legislature, a multi-pronged approach to the challenge of providing qualified teachers for our public schools. We have expanded our recruitment and grant efforts, dramatically expanded our internship and pre-internship programs, expanded the Beginning Teacher Support and Assessment (BTSA) program statewide and increased our efforts to support paraprofessionals seeking teaching credentials.

Torrie Norton, Commission Chair, in "A Message From the Chairperson", *Commission Newsletter*, Fall 2000

Commission Chair Torrie Norton served during the transition between the Wilson and Davis administrations and paved the way for continued good relations with Governor Davis and his Secretary for Education. Governor Wilson had appointed Norton, a special education teacher from San Diego, and she had garnered the support of Commissioners while developing a solid, productive relationship with Commission staff. Her natural warmth, her commitment to students, and her intellect all stood her in good stead as the Commission assumed a larger role in education policy. Chair Norton led the Commission as it engaged in intensive efforts to develop new teacher preparation standards and recruit and retain teachers. Norton

focused particular attention on efforts to provide improved customer service to classroom teachers, school districts, universities and others who depended on the Commission for information and assistance.

Some High-Poverty and High-Minority Schools Are Among Top Performers in Their States

In December of 2001, Education Trust West released what it described as “a first of its kind report on high-poverty and high-minority schools in California, as part of a ground breaking, national state-by-state analysis of U.S. Department of Education records.” “The report,” the organization said, “shows that these types of schools score in the top 1/3 of all schools in California.” The report, *Dispelling the Myth in California*, evaluated millions of school-level test scores. It identified the schools in each state with math and/or reading achievement levels in the top 1/3 of all schools that also ranked in the top 1/3 of the state for poverty levels and/or African American and Latino enrollments. The Education Trust contended:

In California and across the nation, there is a pervasive belief that poor and minority children can’t learn to the same high standards as other students. This destructive myth has been with us for too long. For the first time, this report unquestionably dispels that myth. In California alone there are 512 high-performing, high-poverty and high-minority schools, and thousands nationwide. These schools, their students, teachers, and administrators are myth-busters. They show that it can be done. Poor and minority children can and *will* achieve at high levels when taught at high levels.

The Education Trust said *Dispelling the Myth* provided a “foundation for a more in-depth analysis of these schools and the practices that contribute to their high student achievement.” Explaining , “We have begun that process,” an Education Trust

survey of principals of these schools showed that they shared six common characteristics:

- Extensive use of state/local standards to design curriculum and instruction, assess student work and evaluate teachers;
- Increased instruction time for reading and mathematics;
- Substantial investment in professional development for teachers focused on instructional practices to help students meet academic standards;
- Comprehensive systems to monitor individual student performance and to provide help to struggling students before they fall behind;
- Parental involvement in efforts to get students to meet standards; and
- State or district accountability systems with real consequences for adults in the school.

In addition, the organization said, “there seems to be a new emphasis on the role of assessments in helping schools guide instruction, deploy resources, and support everyday teaching and learning.” As some principals surveyed explained:

We utilize test scores to guide where we need to go. Test scores help to direct instruction. I tell my teachers, if there is any hint that a child is having trouble and may need to be retained, we must take immediate action. We assess students continually, every 6 to 8 weeks. Intervention is a must.

Leonard Wong, Principal, Lincoln Elementary, Oakland, CA

We ensure that all students receive the same standards-based content. We analyze subgroup performance and strive for at least 25% improvement in struggling subgroups. I sit down individually with each teacher to analyze student performances according to state standards, determining the teacher's strengths and where there is room for improvement. We also send out a standards-based report

card for parents' information. Everything we do is based on standards.

Nancy Newsome, Principal, Kerman Floyd Elementary,
Kerman, CA.

With respect to teacher qualifications, the principals surveyed had no doubt about the role qualified teachers played in assuring student achievement. They echoed the comments of Bruce Ferguson, Principal of Hilltop Drive Elementary School in Chula Vista, California, when he asserted:

Research shows that teacher experience is the #1 component in student success. We have a largely veteran teaching staff, averaging about 17 years of experience. Daily we observe new teachers in class, and provide them with extensive peer review.

CTA Requests the Legislature to Conduct a Management Study of the Commission

The Commission's efforts to address the crisis of teacher shortages resulting from class size reduction took considerable time and effort. The process adopted by the Commission in bringing the SB 2042 recommendations to fruition allowed for

extensive involvement by representatives of educators and teacher educators, however, this process took years to complete—many more years than anticipated by the Legislature. Legislative staff began questioning whether the Commission had “lost sight of its primary mission” as complaints mounted from the California Teachers Association and others about credential processing time. The Commission’s workload had increased exponentially with the advent of class size reduction. Emergency permits increased from 6,000 in 1995-96 to 30,029 in 1999, a four-fold increase. Unlike teaching credentials, which are renewed on a five-year cycle, emergency permits needed to be renewed each year, creating substantial new workload. Meanwhile, permission to implement much-needed improvements in credential processing technology was stalled in executive control agencies.

Legislators believed increased requests for credentials and permits following the enactment of the Class Size Reduction Program would be short-lived. This assumption proved to be incorrect. Prodded by the California Teachers Association and others, the Legislature ordered a management study of the Commission’s operations. The 1999 State Budget required the transfer of \$250,000 from the Teacher Credentials Fund (supported by credential fees) to the Legislative Analyst’s Office to contract for a study of the Commission’s organizational structure and credential processing protocols. The study was, at a minimum, to review:

- Identification of regulations and statutes related to teacher credentialing that may be modified to improve the efficient processing of credentials;
- Evaluation of the extent to which the CCTC’s information technology plans achieve improvements in efficiency and timeliness in credential processing and other service areas and recommendations for further improvement in this area;
- Recommendations regarding the appropriate level of staff to process credentials in an efficient and timely manner;

- Recommendations for any customer service improvements, including, but not limited to, accessibility;
- Recommendations for an appropriate credential fee structure to support the CCTC's average cost to process a credential, including the costs of potential discipline review, professional standards development, institutional accreditation, and agency administration; and
- Recommendations for further topics of study.

On March 1, 2000 the Legislative Analyst released the independent management study to the Legislature and the Governor. During the April Commission meeting, staff explained the management study revealed no major structural issues. The report offered recommendations that could generally be divided into three categories: 1) those that the Commission can implement given sufficient resources (18 recommendations); 2) those that require the coordination and cooperation of other agencies (6 recommendations); and 3) those where costs may outweigh the benefits (8 recommendations).

The primary recommendations proposed by the independent management study were as follows: reduce application turn-around time, expand web-site capabilities, improve readability of Commission publications and forms, and maintain the current standard of customer service. The independent reviewer noted that the Commission had implemented numerous technological and procedural changes in the past several years that had enabled the Commission to cope with the unprecedented workload demands imposed by the Class Size Reduction Program during a time when resource levels remained relatively stable. In addition, the study found that the Commission had improved customer satisfaction and continued Commission's current credential application fee level appeared reasonable and appropriate.

By 2000, Dr. Swofford had replaced all senior managers at the Commission with an eye toward being more responsive to the Governor, the Legislature and education constituents. In an April 18, 2000 letter to legislators, Dr. Swofford described a series of actions the CTC had taken to provide for more efficient credential processing, to improve customer service for teachers and others, and to restructure management of Commission operations. With respect to the needs of customers, including teachers, school districts, county offices of education and potential teachers, Dr. Swofford said, “While efficient credential processing is a priority goal, so is being responsive to the needs of the Commission’s ‘customers.’” Swofford described a series of changes executed by the Commission, within existing resources, to strengthen customer service in 1999-2000:

- Additional phone lines were installed, and specially trained, higher level staff have been assigned to provide assistance by phone.
- A comprehensive customer needs assessment was conducted that identified and prioritized the needs of Commission customers. This assessment included focus group meetings with representatives of education constituency groups and customer surveys, and resulted in an annual report on customer satisfaction.
- A toll-free number was introduced in November 1999 to provide toll-free service.
- The hours when staff are available to respond to customer inquiries were expanded.
- The e-mail system was strengthened for use in expediting communications with school districts and county offices of education.

- Standards were set for answering questions by e-mail, fax and writing. These time standards served as triggers for the reallocation of resources.
- Waiting time in the front lobby was reduced for those who come to the Commission seeking information.
- A partnership with CalTeach, the state supported teacher recruitment center, was instituted to synchronize phone services; and
- Workshops for training and certifying postsecondary institutions were instituted.

In 2001-2002, Commission staff processed 130,597 new applications and 116,822 renewals. In addition, the Commission provided credential-related services to the public by answering 258,642 phone calls, 37,921 email questions and 7,301 letters. Meanwhile, with the assistance of Secretary of Education Sue Burr, funding was secured for improved database management affording school districts and the public electronic access to information on credential status, on-line submission and electronic payment of renewal applications, and data analysis necessary for state policy makers. This funding was essential since the existing technology hardware was outdated and long-term support of such equipment was impossible to acquire. Commission implementation of the first phase of new technology meant teachers would receive a credential renewal in fewer than nine days. The second phase of implementation would enable web-based credential application.

The independent management review also revealed that the Commission was understaffed. In addition to recommending implementation of long-standing Commission technology proposals and improved staff training the study concluded, "Assuming the CCTC continues to allocate staff time as it did in Fiscal Year 1998-99, the CCTC should request an additional staff position for

every 6,515 applications above 182,420. In 1997, 1998, 1999, and 2000 the Commission had processed over 200,000 applications, and it was projected that in 2001-2002, 285,933 applications would be received.

The independent study demonstrated that 11 additional staff were necessary to process credentials within the 75 day time frame of mandated by state regulations. The independent reviewers recommended that the Commission reduce services to the field, including answering phone calls, emails and faxed requests, however, both the California Teachers Association and the Legislature disagreed with these proposed reductions. The Legislature, in determining how to ensure appropriate Commission staffing levels, reviewed charts based upon a model developed by MGT of America in its management study of the credentialing process:

<u><i>Fiscal Year</i></u>	<u><i>Applications Received</i></u>	<u><i>Past/Current Staffing Level</i></u>	<u><i>Staffing Level Based on MGT's Formula to Maintain 75 Business Days</i></u>	<u><i>Difference</i></u>	<u><i>Staff Savings Based on MGT's Proposed Efficiencies (figures not cumulative)</i></u>
1995-96	145,927	25			
1996-97	183,285	25			
1997-98	203,040	24			
1998-99	207,221	28	32	4	0
1999-00	232,088	28	36	8	1
2000-01	259,939	26	40	14	2
2001-02	285,933	26	44	18	5

(The Commission noted: This chart does not reflect baseline staffing needs of the several support function areas (cashiering, fingerprint, and document mail preparation).

After considerable discussion and debate in the legislative fiscal subcommittees on education, Senate Budget Subcommittee Chairman Jack O' Connell proposed additions to the Commission budget sufficient for staff to process credentials within 10 days. His colleagues on the Joint Legislature Budget Committee agreed and included this provision in the 2000 Budget Bill. Upon the advice of the Department of Finance, who argued that the statutory 75-day processing time was reasonable, the positions to cut processing to 10 days were vetoed by Governor Davis. Nevertheless,

eleven staff positions shown by the management study to be warranted were included in the Budget, allowing the Commission to process credential renewals within less than a week and initial credentials within 50 days--until the budget cuts of 2002-03.

Should All K-12 Educators Pay for Educator Certification and Discipline?

Behind the scenes, the California Teachers Association made a legislative push to eliminate the statutorily mandated teacher credential renewal fee, using the management study as a platform. MGT, the independent management firm, recommended that the renewal fee be eliminated and “a local process to monitor professional growth by credential holders” be created instead. Kerry Mazzoni, Chair of the Assembly Education Committee, reviewed this recommendation in response to a request from the Assembly Budget Subcommittee on Education Finance. Mazzoni advised, “I believe that this proposal must be subject to additional analysis and review before moving ahead.” In a May, 2000 letter, Mazzoni responded to Sarah Reyes, Budget Subcommittee Chair: “I am concerned that enacting such a proposal may result in significant new responsibilities for all local school districts; substantial new costs for local education agencies; and the risk of increased litigation.” Mazzoni concluded, “I am also concerned that the MGT proposal will erode recent efforts to strengthen the credential renewal process; pre-empt the Commission’s efforts to move to an audit process in credential renewals; jeopardize the funding stability of the Commission; and, ultimately, lead to an increase in the initial credential fee.”

Boards overseeing professions, such as educators, doctors and nurses, all are funded from those they license. According to statute, these fees cannot be used for any other purpose. The Legislative Analyst issued a report in December of 1985, “A Review of Funding Alternatives for the Commission on Teacher Credentialing” in which they outlined “the benefit principle.”

Those who benefit directly from the commission's activities should be responsible for funding these activities, unless there are compelling reasons for doing otherwise.

Clearly, all practicing teachers benefit from the commission's activities. Therefore, it is reasonable to require that all teachers contribute toward the support of the commission on an ongoing basis. Hence, we recommend that the credential fee be continued as the primary source of revenue for the commission's activities, and that a registration fee be required of all practicing teachers.

Those postsecondary institutions offering education programs also benefit from the commission's program evaluation and approval activities. Accordingly, it is reasonable to require these institutions to support the commission through the payment of accreditation fees.

Finally, the Legislature—and, ultimately, the general public—benefits from certain studies, data collection and reporting activities of the commission. The information yielded by these activities helps the Legislature improve the effectiveness of programs and policies related to education and the teaching profession. Hence, it would be appropriate for the state General Fund to support some or all of these activities.

We recommend that the Legislature not provide General Fund support for the professional standards activities of the commission. Although the general public derives some benefit from the commission's professional standards activities, the primary beneficiary of these activities is the teaching profession itself.

The proposal to eliminate credential renewal fees was not successful in the Legislature.

Customer Satisfaction Surveys

During fiscal year 2001-2002, the Commission conducted three separate customer satisfaction surveys, one with respect to application processing, another on satisfaction regarding front office (walk-in) customer service, and one to determine responsiveness to email questions and requests. Over 81.5 percent of those surveyed rated the Commission's service as "above average" or "excellent." A March 2, 2000 edition of *CTC Watch*, distributed on-line by the San Bernardino County Superintendent of Schools, echoed the positive ratings. Under a banner headline of "The Times They Are Changing" the *Watch* reported:

Those of us who used to regularly "go to the table" to express our concerns are being invited in to provide our perspective. The Commission staff doesn't just listen; they seek input from the field...As staffing changes and growth have occurred we have witnessed a genuine emphasis, starting at the top, for a more responsive organization. Changes are in the wind and it is NOT blowing in our faces.

Despite the many improvements under new Commission directorship, legislation was sponsored by the California Teachers Association (AB 791, Pavley, 2003) to require the Legislative Analyst to conduct "an assessment of the feasibility of merging the CTC with the State Department of Education." In arguing for the measure the author contended, "Teachers complain that the State's credentialing processes need improvement." The Pavley measure was defeated based on an Assembly Appropriations staff analysis estimating a merger of the CTC and the CDE would cost several million dollars.

Alan Bersin and Larry Madkins Lead the Commission

During Torrie Norton's term as Chairperson the Commission focused on improved customer service through improvements in technology, including an upgraded e-mail system to improve response time and reliability and installation of a new web server to host the BTSA web site and the Commission's home page.

I certainly have appreciated the tremendous support of the Office of the Secretary for Education. I would also like to take this opportunity to congratulate our new gubernatorial Commissioners on their recent appointments, and look forward to seeing the affect out new "dream team" has on California professional educators.

Torrie Norton, Chair's Message, Fall 2000 Commission
Newsletter

Dream team indeed. Superintendent of the San Diego City Schools, Alan Bersin was a former Rhodes Scholar and United States Attorney for the Southern District of California. Harvard educated as an undergraduate, Bersin received his Juris Doctor degree from the Yale Law School. In appointing Bersin to the Commission Governor Davis cited his leadership in reorganizing the San Diego system to focus on instruction, with emphasis on extra reading and math help as early as possible for struggling students.

Elected Chair of the Commission on a unanimous vote, Bersin encouraged Commissioner Lawrence Madkins to serve as Vice Chair. Madkins, an eighth-grade teacher in the Poway Unified School District, had risen from poverty to become the valedictorian of his high school class. The fifth of ten children, he was the son of Texas sharecroppers. After completing college and a teacher education program, Madkins was commissioned a Second Lieutenant in the United States Army Medical Service Corps. During his military career, he was promoted to Colonel and served as Chief of Training, Operations, Intelligence and Security. He later held a faculty

appointment at the Baylor University/United States Army Academy of Health Sciences, Fort Sam Houston, Texas campus.

Both Bersin and Madkins had the confidence of Governor Davis and Davis' first Secretary of Education, former State Senator Gary Hart. Bersin was the first Commission Chair since Alice Petrossian who was able to connect directly with the Governor and the Governor's Chief of Staff. In his San Diego school district, however, Bersin became the political target of the teachers union when he instituted curricula heavy on the basics—literacy and math—and testing that aimed to measure student performance against standards. The teachers union reacted strongly when he demonstrated how he was serious about the curricular reforms by sacking 15 principals who weren't going along with the program.

A 2002 *Wall Street Journal* editorial suggested that Bersin was undertaking “what some observers believe is the most important urban school-reform effort in the country.” When Mr. Bersin first assumed office, the Journal reported, the head of the local union bet \$1000 that he'd outlast Mr. Bersin. The odds were on the union boss' side since “the average stint for a big-city school superintendent is roughly 23 months.” The union boss lost the bet; by 2003, Bersin and representatives of the San Diego Education Association and the California School Employees Association said that they were engaging in “cooperative efforts” for the 2003-04 budget through a series of meetings. Bersin said, “Teacher meetings demonstrate how everyone who touches our students is responding to the (budget) crisis, putting aside their differences, finding common ground and working together for students in an effort to preserve their gains in achievement.” In February of 2005, Mr. Bersin remains the Superintendent of the San Diego Unified School District, and will have served seven years when he steps down in June.

In Sacramento, Bersin and Madkins formed a team that reached out to legislators, education constituency groups and state policymakers. Bersin and Madkins established cordial and cooperative relationships with the Superintendent of Public Instruction and members of the State Board of Education. Under their tenure, the

Commission would enhance the Commission's standing with key education constituency groups, successfully fight a power play by charter school advocates, implement the biggest teacher education reform in California history, institute sweeping improvements in technology, and redesign the content, structure and standards for the administrative services credential. In addition, Bersin successfully encouraged cooperation among Commissioners and garnered the support, loyalty and admiration of the Commission staff.

Madkins would go on to Chair the Commission from late 2003 to early 2005 and gain a reputation for encouraging thoughtful consultation with all interested stakeholders.

Growing Support for Teachers Among Californians

Support from Californians for teachers was growing. A public opinion survey of public attitudes in California toward teaching, educational opportunity and school reform found that Californians overwhelmingly recognized the value of fully prepared teachers. The survey was conducted to help focus education policy in areas of concern to the public. Designed for national distribution by Louis Harris and David Haselkorn, of Recruiting New Teachers, the survey disaggregated California data at the request of The Center for the Future of Teaching and Learning. *The Essential Profession, California Education at the Crossroads* provided a detailed picture of a California that had confidence in public education and believed that education was improving. Californians indicated a high regard for the contributions teachers make to society and selected teaching second only to the choice of doctor as the career individuals would recommend to a member of their family. Californians believed that almost all children are capable of learning demanding academic subject matter and can do so with hard work and a teacher who has met rigorous requirements. The California public was strongly in favor of the recruitment and teaching incentive programs put in place by the Wilson and Davis administrations, but did not support short-cuts to teaching such as allowing prospective teachers to by-pass preparation in the field of education. Seventy-

nine percent opposed “lowering state requirements for the training needed to become a licensed teacher.”

Two issues had gotten worse in the public’s estimation—class size and poor-quality teachers. This increase in concern closely paralleled the growing number of under-qualified teachers employed by California’s large, urban districts. The concerns were also consistent with the strong public demand for teacher quality demonstrated throughout the survey.

High School Exit Exam Results A Cause for Significant Concern

Results from the first administration of California’s High School Exit Exam showed that the public’s concern about education was well placed. In a June 14, 2003 editorial titled “Exit Exam Fails the Test” *The Los Angeles Times* concluded:

California has a lot of homework to do on the high school exit exam before requiring teenagers to pass it before graduating. Educators must resolve questions about what high schoolers have to know, how this exam compares with other graduation tests, where remedial help is failing and why a recent report shows that many student never got what they need from middle schools.

...The exit exam mess results from a hasty attempt to impose impressive-sounding standards without thinking through the process. ...Instead of one big exit test, Virginia and Tennessee use “in-course exams,” similar to California’s annual standards tests. Why not make basic mastery in those tests count as the exit exam? Other states, like Texas, make the exit exams progressively tougher as classrooms catch up to reforms.

The second administration of the exam did not reassure Californians. In fact, political commentators like Dan Walters claimed test results demonstrated conclusively that California had created “more or less by accident, a two-tier system:”

The latest of many indications that the educational divide in California is widening came this week, when the state released results from the high school exit examinations that Gov. Gray Davis and other politicians decreed must be passed to win diplomas.

Fewer than half of the high school students who took the second year of exams passed the English and math portions – even though the required scores had been lowered sharply as a political gesture. Had the higher passing grades been maintained, it’s likely that a third or fewer would have passed.

The gaps between white students in affluent suburban districts and non-white and/or non-English speaking students in poor inner city and rural districts were immense. If the exit exams counted now, only tiny percentages of African American and Latino students would win diplomas – and that doesn’t count the huge numbers of those students, half or more, who already drop out of high school.

Since the state school board has already dropped passing exit exam scores to barely above 50 percent, it can scarcely move further in that direction. But state officials are pondering whether to postpone the effective date of the exam. Those scheduled to graduate in 2004 are now required to pass it, but the political

fallout from having so many nonwhite youngsters fail would be immense. Lawsuits challenging the test would be certain.

The exit exam results reinforced data from other state testing, as well as dropout rates. Cumulatively, they point a picture of failure for students who make up more than half of the state's 6 million public school enrollees. Of course, the schools aren't fully responsible for the failures. But the politicians who oversee money and operating policies have repeatedly demonstrated that they're more interested in pandering to middle-class parents, who are also voters, than reallocating resources to failing schools and their students, whose parents largely don't vote.

...We need to abandon the one-size-fits-all notion that the Wilson-Davis approach implies, redirect financial and human resources to the poorest-performing schools, give parents some voucher options if their schools are failing, dump the ludicrous notion that all kids are headed to college, beef up vocational education, and make certain that kids are learning – in English – basic language and math skills in elementary grades. Test scores should be a diagnostic tool for educators, not a criterion for getting more state money, or a means of raising local real estate values.

Walter's conclusions were not new. A major research study by the RAND Corporation, "The Distribution of Teachers Among California's School Districts and Schools," October, 2000 had demonstrated:

- Across the board policies usually produce or exacerbate inequity.
- Across the board policies can be very expensive.
- Targeted policies hold out a better hope of improving achievement and increasing equity.

- Targeted policies can be more cost-effective.

For reducing the inequities in the distribution of qualified teachers, the RAND researchers recommended targeted policies designed to increase the supply of qualified teachers in hard-to-staff schools. They explained that such targeted policies might include:

- Compensating wage differentials for teachers in difficult to staff schools.
- Better benefits or other forms of compensation for teachers in difficult to staff schools.
- Lower class sizes in hard-to-staff schools
- Higher pay for hard-to-attract teachers, such as science, math and special education teachers.
- Performance-based incentives.

An *EdSource* Report issued in March of 2004 titled “California’s Middle Grades Students” indicated, once again, why many students would not be well-positioned to pass a rigorous high school exit exam. With respect to credentials, the *EdSource* report concluded that class size reduction “has had a more significant impact on middle schools than any other level of education.” Middle schools, they said, “have fewer credentialed teachers, by percentage, than other levels of schooling.”

Yet, key federal and state policymakers did not heed the research on broad, one-size fits all policies. In fact, the federal government enacted the broadest education policy in history when President Bush’s No Child Left Behind Act was enacted. Christopher Cross, senior fellow at the Center for Education Policy said the best description he has heard of NCLB is that it is “based on very liberal principles using very conservative methods and enforcement.” Conservative

legislators, with strong support from Bush, and liberal leaders, including civil rights activists, put together NCLB.

The law requires that every child show proficiency in math and English by 2014. In addition, the federal law requires that each state education agency develop a plan to ensure that all teachers are “highly qualified” by the end of the 2005-2006 school year. The plan must establish annual, measurable objectives for each local school district and school to ensure that they meet the “highly qualified” requirement. In general, a highly qualified teacher has a bachelor’s degree, demonstrated competence in the subject matter of his or her assignment and teaching skills. Every year each school principal must attest to whether a school is in compliance with the “highly qualified” teacher requirement.

This measure, too, may result in unintended consequences. As Arthur E. Wise explained in the Spring 2004 *Newsletter* of the National Council for Accreditation of Teacher Education:

Legislation can have unanticipated consequences, even occasionally producing a result exactly the opposite of that intended....

At first it appeared that NCLB, by demanding that every child be taught by a “highly qualified” teacher, would result in reinforcing standards for teachers. The law does impose sanctions on school districts that fail to provide highly qualified teachers for all children. However, the law provides little support for increasing the supply of carefully prepared teachers who can pass a rigorous assessment of content and the ability to teach it.

Any economist could have predicted the consequences of this demand-supply imbalance, coupled with the law’s negative sanctions. If states and school districts cannot find a sufficient supply of highly qualified teachers and they choose not to use such well-established market resources as

higher salaries, then the only course is to lower or even eliminate standards.

...All major industrialized nations require rigorous teacher preparation. For secondary teachers, France requires three years of study in the discipline; for elementary teachers, a degree in general studies; both are followed by two years of study at a teacher training institution. Germany requires a content major plus training in pedagogy. New teachers in Germany have a reduced class schedule, assist in the classroom, and receive regular professional development. France pairs new teachers for two years with a senior teacher. Japan has a compulsory year-long induction program.

The fact that other industrialized nations require education in ‘how to teach’ should give pause to those in the U.S. who promote the view that high quality teachers are produced by any bachelor’s degree and a background check. High-quality teachers are produced around the globe through high-quality teacher preparation. It is no coincidence that students in these nations generally score higher than U.S. students on international assessments.

Other strategies are possible. Raising teacher compensation and improving the attractiveness of teaching are reasonable starts. Another strategy is to have districts and states develop incentives for master/mentor teachers to teach in hard-to-staff schools. They would work with beginning teachers and underprepared personnel.

A better strategy is professional development schools—partnerships between colleges of education and P-12 schools—to provide additional support for the teachers in those schools.

...Ridding ourselves of meaningful requirements to teach in the nation's public schools is not the right policy answer to improving student achievement. By so doing, Georgia, Texas, and other states who take that course are creating even more teacher attrition, and inevitably, weaker student achievement, exactly the opposite of the intention of 'No Child Left Behind.'

Erosion of the Positive Political Culture

In the broader context, education politics had become increasingly "Hobbesian" (nasty, brutish and short) with the passage of term limits in the late 1980's. Although term limits ushered in new faces, a more diverse group of legislators and fresh ideas, it resulted in increased power for lobbyists, who often had longer histories with, and greater understanding of, state policies, programs and data. Political fund-raising became even more predominant as "termed out" legislators jockeyed for position and high-paid campaign consultants orchestrated an increased number of races. Legislative committee consultants, who had been expected to be neutral analysts under California's professional legislature, were called on to work long hours in partisan political campaigns and to develop proposals that would help their boss stand out in the next election. "Gotcha" politics became the norm, as politicians ran legislative "drills" that would place members of the other party in a less than favorable light. State agencies, which had been viewed by policy makers as providing needed services, came to be viewed as "fair game" for investigations that were at times warranted, and at other times "hits" urged on by special interests. Dan Walters, the political columnist for the Sacramento Bee, described these trends in his November 24, 2003 column about the "Washingtonization" of the Capitol:

Historically, one of the positive aspects of Sacramento's political culture had been its relative intimacy. Everyone seemed to know everyone and could deal with one another face to face, personally rather than institutionally, regardless of deep political differences.

The past couple of decades, however, have seen the erosion of that atmosphere, with Sacramento moving closer to the poisonous, win-at-any cost, stage-managed—and essentially phony—ambience of Washington. The explosion of hired-gun media operatives, the central role of political strategists and their obsession with polls and focus groups, the ceaseless raising of campaign money, and the importation of out-of-work political staffers from Washington have been hallmarks of the trend. And it may have been inevitable, one of the unintended consequences of California’s economic and physical expansion and its cultural evolution. With so much money and so much cultural power at stake in what happens in the Capitol, perhaps its informality and collegiality could not survive.

The *EdVoice* Bill

The late 1990’s saw the emergence of a statewide internet-based membership organization called *EdVoice*. Funded in large part by the President of the State Board of Education (who was also a strong advocate for charter schools) *EdVoice* was directed by a former Assemblyman who had been “termed out,” but who later would run (unsuccessfully) for higher office. *EdVoice* called a meeting with Commission staff and announced that the organization was sponsoring legislation “to make it easier to recruit math and science teachers.” The Commission staff had already been working on a measure for an expedited route, to allow individuals to test out of certain credentialing requirements. Senator Scott had agreed to carry the Commission-sponsored measure, SB 57. *EdVoice* had approached Senator Sher to carry their sponsored bill, SB 792.

SB 792 was part of an *EdVoice* package of bills the sponsors contended would improve public education statewide. When the *EdVoice* bills reached the Senate Education Committee, however, senators pointed out that all the measures appeared to “have a common goal—making it easier for charter schools to operate.” For

example, one measure would have made it easier for charter schools to obtain school facilities funding, and another was intended to confer credentials on individuals based upon experience and passage of a test.

EdVoice hired a team of highly paid lobbyists who pushed hard to move the charter school measures through the Legislature. In response, the California Teachers Association led a coalition of opponents including the California State University, the California Federation of Teachers, the California State Parents and Teachers Association, the Association of Independent Colleges and Universities, and the Commission. The California School Boards Association and the Association of California School Administrators assisted the coalition.

Under SB 792 the Commission would have been required to issue a certificate to a teacher credential candidate who had passed a subject matter examination that was aligned with the state adopted content and performance standards. The holder of such a certificate would be known as a “standards certified teacher.” The proposal was silent with regard to who would have the authority to determine which subject matter examinations were acceptable. The local governing board also would have the authority to determine whether those individuals who had passed a subject matter exam had “any need for further professional development.” Certificate holders would then be recommended for a credential by a local school board. The Commission would be required to issue a credential upon a local board’s request.

When Senator Sher’s SB 792 reached the Senate Appropriations Committee, Committee Chairwoman Dede Alpert delayed Committee review to allow negotiations to ensue. Commission staff was asked to meet with the *EdVoice* contract lobbyists alone, without other members of the CTA-led coalition. CTC staff offered to work with *EdVoice*, giving credit to both Senator Sher and Senator Scott on a co-authored proposal that would provide for expedited credentialing. CTC staff suggested that all parties agreed that candidates should be able to “test out” of certain credentialing requirements; however, the assessment *EdVoice* proposed for this purpose had not been designed as a comprehensive measure of teacher knowledge.

The *EdVoice* lobbyists, rejected the compromise. Despite substantial and vocal opposition from the coalition opposing SB 792, Senator Alpert allowed the measure to pass the Appropriations Committee on the condition that should SB 792 pass the Assembly, it would be returned to the Senate for a subsequent hearing.

Opposition to SB 792 escalated in the Assembly. CTA-led contingents visited all members of the Assembly Education Committee to voice their concerns. In a letter addressed to the Assembly Education Committee and signed by the directors of all of the organizations making up the coalition, the coalition contended that SB 792 would:

Significantly degrade the requirements for teacher preparation, resulting in a cadre of less well-prepared teachers who are less effective in their jobs and more prone to attrition. This situation will harm students and teachers alike, as we believe SB 792 will further exacerbate the pattern of unprepared teachers teaching those students most in need of effective teachers, and further add to the problems and challenges already facing low-performing schools.

The coalition listed numerous reasons for their collective opposition, and closed by stating:

As we have communicated, we are open to alternatives that waive credential requirements for candidates with demonstrated competence. Together, we have successfully supported numerous initiatives to eliminate barriers to credentialing and expedite preparation, and we remain committed to additional reforms in preparation and licensing. However, any such alternative must meet the tests of viability, cost effectiveness, quality and sufficiency as outlined above. We are available to review any amendment to SB 792 that may address these concerns, since we share the goal of increasing the number of talented, caring and credentialed teachers for all of California's students.

In an effort to resolve the differences between *EdVoice* and the coalition, Alan Bersin participated in extensive discussions with State Board President (and SB 792 supporter) Reed Hastings. The Commission Chair agreed to amendments for the Scott bill, for example, to allow credential candidates to meet existing assessment criteria while the new Teacher Performance Assessment mandated under Alpert's SB 2042 was being developed. Meanwhile, however, it was becoming clear that the Sher bill was in trouble. *EdVoice* withdrew their support for SB 792 on the eve of the Assembly Education Committee hearing on the measure. Then, despite an impassioned and angry speech by the bill's author, the measure received only three votes. Senator Scott's SB 57 was passed by the legislature and signed by the Governor.

Senator Scott's SB 57 Promises to Eliminate Redundancy in Credentialing

In requesting Governor Davis to sign SB 57, Dr. Swofford wrote:

The principle underlying SB 57 is the same as the principle underlying the "credential reciprocity" legislation you have enacted --"seat time" requirements should be eliminated for candidates who can demonstrate teaching competence consistent with state standards. The Scott bill would provide an expedited route to a teaching credential for persons who can demonstrate in a classroom setting, to the satisfaction of an accredited internship program, that they meet performance standards aligned with the state board adopted student content standards. To be eligible for the expedited route, the candidates would need to hold a bachelor's degree, pass CBEST, complete subject matter requirements, pass an assessment measuring the knowledge and skills acquired in teacher preparation coursework and undergo a background check. Candidates who can demonstrate their competence in these ways

could shorten the time it takes to meet state credential requirements by over a year.

Coupled with the incentives you put into place last year, we believe SB 57 would tap into a large pool of people with experience in a private school setting, a community college or a child development center. Many individuals are willing to move into the public schools if they can “test out” of teaching preparation requirements. Unlike the states that have addressed their teacher shortage by decreasing credential requirements, SB 57 would continue to hold to the high standards we expect for teacher credentialing in California.

The Scott bill also made it easier for private school teachers with substantial experience and satisfactory performance reviews in an accredited school to waive the requirements of a teacher preparation program. This route was established immediately upon implementation of the measure in January of 2002. For individuals with less experience, the Scott measure allowed teachers to “test out” of teacher preparation program requirements using an assessment approved by the Commission, provided the candidate also demonstrated competence in the classroom over time through assessments administered by a state approved internship program. All internship programs were required to make this option available to candidates who were hired by a school district following passage of the required teaching exam. In addition, the Scott bill allowed for expedited passage of the requirements for a clear teaching credential. This provision appealed in particular to teachers who had completed a pre-intern program, and intern program and participated in those programs extensive opportunities for support, preparation and assistance.

Proposed Improvements in the Accountability System for Teacher Preparation

Chairman Bersin encouraged the Commission to take a closer look at the accountability system governing teacher preparation. Members of the State Board of Education had complained that the state accreditation review process was too subjective. Other states, including Texas, had begun to create accountability systems that relied on objective performance data—including data on student achievement. Given the requirements for both a reading performance assessment and a teacher performance assessment, California was positioned to strengthen its educator preparation accountability system.

Chair Bersin met with top members of the Davis administration to discuss reforms in state accreditation. As a result of Bersin's initiative, Governor Davis formally directed the Commission on Teacher Credentialing to examine strengthening educator preparation program accreditation reviews by collecting objective performance data on an annual basis. This data would be employed to determine whether colleges, universities and district intern programs were preparing teacher candidates to teach to the K-12 Content Standards, use instructional materials aligned with the standards, assess students based on the standards, and assist students who have difficulty meeting the standards.

In a letter to Chair Bersin the Governor stated, "Effective teacher preparation, aligned with the K-12 Content Standards for California Public Schools, is essential to California's goal of improving student achievement." These standards identify what all students in California public schools should know and be able to do at each grade level. Citizens, parents, and students of California need assurance that teacher preparation programs are held accountable for teachers who can provide instruction that is aligned with the K-12 academic content standards, and can help their students meet established performance standards.

The Governor explained that California was unable to accurately project teacher supply and demand or measure preparation program quality because there had been no cohesive data collection system or analysis. Many states maintain accurate data

about the demand for and supply of their teacher workforce. These states collect and analyze a variety of objective data elements related to teacher preparation enrollments, candidate success on licensure examinations, initial licensure and renewal, teacher mobility among teaching assignments and school districts, teacher attrition, re-entry, and retirements. “The lack of a cohesive data system makes it difficult for any state to estimate the number of teachers available to teach in any given year, anticipate the number of teachers leaving the profession, or project the number of new teachers needed to assist students in meeting state adopted learning requirements.” Governor Davis concluded:

California’s current accountability system for teacher preparation programs, while strong, does not include objective performance indicators that measure the quality of teacher preparation programs. The inclusion of objective performance data in an accountability system would not only enable the Commission to assess programs more effectively, but would also help institutions to use the data to evaluate and strengthen their own programs. Such data would provide the public, candidates, and policy makers with information about the contributions of a program over time to teacher quality and supply.

The Teacher Preparation Program Indicator (TPPI), as envisioned by Davis and the Commission, was to bring new, objective data to the State education accreditation process, and provide the Commission, policy makers, institutional reviewers, credential candidates and the public with specific objective data about teacher preparation program available in California.

Building on the data collected pursuant to state and federal laws the proposed data elements could be used to provide annual reports regarding:

- Performance of the program’s candidates on a Teaching Performance Assessment that is based upon state standards and expectations designed to measure the ability of each

credential candidate to teach, in a classroom, to the State Board adopted K-12 content standards;

- Performance of the program's candidates on the Reading Instruction Competence Assessment, the state assessment that measures each candidate's ability to teach reading;
- Effectiveness of preparation in areas such as reading instruction, subject matter, classroom management and work with parents, using data collected from on-line surveys of program graduates and their employers;
- Rates of placement and persistence of individuals who have completed the teacher preparation program at each institution, once a statewide system has been developed to accomplish this purpose;
- Student achievement data, to the extent possible once a statewide data system has been developed; and
- Additional data from sources identified by the Commission in consultation with a design team representing school districts, classroom teachers, teacher educators and university researchers.

As envisioned the Governor and the Commission, the value of the proposed objective performance data system would be multi-fold:

- Institutions offering teacher preparation programs could use the data to evaluate and strengthen their programs;

- Annually, the Commission could notify institutions whose candidates receive consistently low scores and hold them accountable for making improvements based on the objective performance data;
- Ineffective programs would be required to improve in a timely manner or risk losing state accreditation;
- State and local policymakers would have greater assurance that state dollars for teacher preparation are well spent;
- Taxpayers, parents, students, teachers and school districts would be assured that the teachers prepared in California effectively assist public school students to meet California's student performance standards; and
- Individuals interested in becoming teachers could use the data in selecting a teacher preparation program.

Unfortunately, a key element of Davis' proposed accountability system was delayed when the Governor's Secretary for Education directed the Commission to revise its implementation schedule for the Teacher Performance Assessment. Responding to requests from the California State University and others, Secretary Kerry Mazzoni and Senator Dede Alpert concluded, "In light of the budget crisis in which we find ourselves, and given the significant budget cuts to every area of education, funding is not available for the colleges and universities to meet these new requirements."

Easing the Transition to New Requirements for Candidates

Meanwhile, Assemblywoman Jackie Goldberg sought to ease the transition to new SB 2042 teacher preparation standards for teacher credential candidates. Historically the Commission had “grand-fathered in” candidates, assuring individuals already enrolled in any credential program that they could complete the requirements in place at the time of their enrollment. With the assistance of both the California Teachers Association and the Commission, Assemblywoman Goldberg codified this principle. Her AB 1307 specified in law that candidates would have no less than 24 months after the candidates’ enrollment in the program to complete a multiple subjects or single subject credential program without meeting new requirements, including requirements added by statutes, regulations, or standards.

The California Master Plan for Education

Under the chairmanship of Senator Dede Alpert and the co-vice-chairmanship of Assemblywoman Elaine Alquist and Assemblywoman Virginia Strom-Martin, the Joint Committee to Develop a Master Plan for Education spent countless hours between 1999 and 2003 developing a series of recommendations for legislative consideration. The goal of the Joint Master Plan Committee was “to provide a blueprint for a more cohesive system of public education from pre-kindergarten through university.” The Joint Committee’s primary goals were “to provide: 1) every family with the information, resources, services, and support it needs to give every child the best possible start in life and in school; and 2) every public school, college, and university with the resources and authority necessary to ensure that every student receives a rigorous, quality education that prepares him/her to become a self-initiating, self-sustaining learner for the rest of his/her life.”

The report of the Joint Committee addressed “a number of major issues that have been impediments to the success of our education system: considerable educational disparities, especially for students living in poverty and for students of color; large enrollment growth; and fragmented governance and the attendant lack of accountability.” The Joint Committee suggested that “a comprehensive, long-term

approach to refocusing education in California is clearly needed, and this approach must have a clear focus on improved student achievement.”

Need for A State Data System—Revisited

The Master Plan Committee convened a number of working groups made up of researchers, educators, activists, business people and others. A key issue discussed by more than one Master Plan working group involved the need for California to revise its data collection system. A consensus had emerged among Master Plan advisors that state and local data collection procedures were overlapping, incompatible and inefficient, yet yielded inadequate data for crucial state education policy decisions. In testimony before the Joint Committee, Commission staff recommended a strategy for acquiring and sharing data by replacing paper credentials with encoded “Smart Cards:”

Used throughout the world, Smart Card technology offers to replace an inefficient, inaccurate, labor-intensive data collection and analysis process with one that is efficient, cost effective and integrated across agency lines. Smart Cards offer portability and easy access to client data, while providing a new level of security. Under the Smart Card option, data linking districts, county offices of education, the Department of Education, the Commission on Teacher Credentialing and the State Teachers Retirement System could be continually updated. The value of this electronic data would be multi-fold:

- Achieving Efficiency, Cost Effectiveness and Integration: Districts would be relieved from inefficient and ineffective paperwork to track teacher authorizations and assignments and separations;
- Forecasting Teacher Supply, Demand and Distribution: Data on teacher supply, demand and distribution would be

available for state policy makers to forecast teaching workforce needs;

- Gauging Teacher Persistence: Data could be used for longitudinal studies of teacher persistence; and
- Building for the Future: This data would provide a building block for assessment of teachers and teacher program quality, should school policy makers decide to address these issues.

The Master Plan Recommendations for Teacher Preparation, Recruitment and Retention

A K-12 Professional Personnel Development Working Group, facilitated by former Secretary for Education Gary Hart, was charged with developing recommendations regarding teacher preparation, recruitment and retention. After numerous public forums and extensive research and deliberation throughout the course of 2001, the workgroup issued a report, which stated:

No area of education policy, with the possible exception of standards-based education, has received as much scrutiny as how to strengthen the quality of the K-12 teaching workforce during the last several years. Development of more effective recruitment, preparation, retention and professional development systems and programs has been the subject of scores of national as well as California-specific reports. Through all of these efforts, the case has been well made that the preparation and development of K-12 teachers and administrators has a strong, direct and important impact on the achievement of K-12 students.

The report contained a series of interrelated recommendations to achieve the goal of providing “every student the opportunity to learn from a fully qualified K-12 teacher.” The working group pursued recommendations designed to ensure that:

- (1) students and schools with the greatest challenges would have access to the most talented teachers and administrators, and (2)
- teacher preparation programs would prepare teachers to be well versed in the subject matter they intend to teach and capable of effectively delivering instruction to a diverse population of learners, consistent with the state-adopted academic content standards.

Based on the working groups’ reports and extensive public input, the Master Plan Committee completed its recommendations and presented them to the Legislature and the public at the end of the 2002 legislative session. In testimony before the Joint Committee following release of the Committee recommendations, Commission staff stated, “The Commission shares many of the report’s conclusions and recommendations, most importantly that quality and consistency should permeate all aspects of teacher development.” The Commission spokeswoman highlighted tools available to the Joint Committee to provide qualified teachers for all students, including “programs that prepare teachers prior to their taking responsibility for a classroom,” such as the Paraprofessional Teacher Training Program, the Governor’s Teaching Fellowships, and the APLE loan-assumption program for teachers. She suggested that the current incentive system, was “heavily weighted toward individuals obtaining a job prior to being prepared.” She testified that the SB 2042 teacher performance assessment could “go a long way toward strengthening quality, consistency and accountability in teacher preparation,” since the assessment was designed to measure the ability of each credential candidate to teach, in a actual classroom setting, to the State Board adopted K-12 content standards. She offered suggestions to enhance the role of community colleges in teacher preparation by increasing the number of “blended” teacher preparation programs. Blended programs are four-year undergraduate programs that include the community colleges and “blend” work in what to teach—subject matter—with how to teach—pedagogy. Finally, she testified that the Commission “shared the Joint Committee’s sense of

urgency concerning reform of the administrative services credential” to refocus the requirements on institutional leadership. “The Commission has directed staff to develop a plan to recast administrator standards, preparation and induction to focus on instruction leadership.” “The plan,” she explained, “will also focus on authorizing alternative routes to the credential; allowing capable, experienced individuals to “test out” of credential requirements through written and performance-based measures; and restructuring professional clear credential requirements to focus on mentoring, support and assistance.”

Major Revision of the Administrative Services Credential—Content, Structure, Routes and Standards

For over a year, from 2000 through 2001, the Commission reviewed the issues and options related to the preparation and licensure of California school administrators. The Commission convened a task force on administrator preparation that studied both state and national preparation standards. Forums were sponsored across the state and public testimony was taken at numerous Commission meetings. Representatives of administrator preparation programs, administrators, teachers, school districts, county offices of education and professional organizations offered their comments and suggestions.

The task force produced a series of recommendations that many believed relied too much on the “status quo.” Administrators had significant criticisms of “Tier 2,” which they reported to be time-consuming, expensive, burdensome and redundant of preliminary administrator credential preparation. The forums and public testimony showed a distinct split between representatives of K-12 and those of higher education, a split that had not been evident in the task force recommendations. Seven key themes emerged from the forums and public testimony:

- The level and intensity of field experience at the preliminary level does not present an adequate picture of the responsibilities of an administrator.
- The professional credential level structure and content should be drastically redesigned or eliminated.
- Alternative delivery systems should be developed to facilitate the recruitment and training of administrators.
- A structure should be developed to give all new administrators the benefit of support, mentoring and assistance during the early years of employment as an administrator.
- Collaboration between institutions of post-secondary education and employing school districts should be improved.
- Programs should provide a better blend between theory and practice.
- The complexity of the job of the administrator, the demands of the responsibilities and the level of compensation perceived as reasons individuals do not choose to seek administrator positions.

In the Winter 2002 *Commission Newsletter*, Commission Chair Alan Bersin summarized the findings of the Task Force and the testimony from the Commission meetings in his “Message from the Chairman,” “The structure of the existing credential can be a barrier for potential candidates. Credentials should be standards based.”

Following the extensive review of the administrative credential the Commission introduced legislation that would eliminate the statutory mandates on administrator training enacted in the 1990’s. Once again, Senator Jack Scott championed a

Commission-sponsored measure. Senate Bill 1655 created expedited routes to both the preliminary and professional clear administrative services credentials for individuals who could, using multiple measures, demonstrate competency up to state standards. The bill also created several new routes to the professional administrative credential. The essence of SB 1655 was to move from “seat-time” to demonstrated competency under a standards-based system, allowing potential administrators to meet standards at a pace consistent with their knowledge, experience and training. When SB 1655 was signed by Governor Davis, Senator Scott said, “The success of a school is often dependent upon the quality of its leadership. At the same time it makes sense to remove the bureaucratic hurdles that discourage otherwise skilled individuals from becoming school administrators.” The Commission-sponsored measure “flew” through the Legislature and was embraced by Governor Davis. However, higher educators, particularly those involved in administrator preparation, saw the Scott bill as the end of the “partnership” between the Commission and higher education.

Improvements in Technology

In a January 23, 2002 press release, Governor Gary Davis announced the debut of an “e-government program developed by the Commission on Teacher Credentialing that will improve efficiency in teacher recruitment and placement and will ultimately provide a cost savings to the state.”

“Becoming a teacher is one of the highest forms of public service,” said Governor Davis. “Two years ago I issued a ‘call to arms’ to encourage new teachers to enter the field. With this new e-government initiative, we are making it easier for teachers to handle that call.”

The program (accessible at www.ctc.ca.gov) allows administrators, educators and recruiters to obtain information about an existing or potential teacher’s credential status or history. The site offers a snapshot of the Commission’s database and is

updated every 24 hours. Prior to the introduction of this program, individuals received credential information by mail, phone or fax.

In March 2002, the Commission launched another e-government program that allows credentialed teachers to use the Internet site to renew and pay for their credential. The final phase of the technology program allows teacher education programs to submit applications for candidates electronically.

Recruitment Initiatives Take Hold

Dr. Swofford announced that fiscal year 2000-01 “marked the first time in over ten years that the total number of emergency permits decreased from the previous year.” The overall reduction in emergency permits was 5% -- from 34,309 in 1999-2000 to 32,573 in 2000-01. While emergency permits decreased teacher supply increased, Swofford said. “The supply of credentialed teachers in California increased by 8% in 2001 – from 22,122 to 23,926.” Meanwhile, Senator Scott’s 1998 “reciprocity” legislation (AB 1620) and his 2000 equivalence measure (SB 877), both sponsored by the Commission, had paved the way for teachers from other states to move to California. Twenty percent of California’s newly credentialed teachers – 4,724 – came to us from other states, Swofford said. The Scott measures “effectively removed unnecessary barriers and recognized comparable state credential standards and equivalent teacher experience.”

Again in Spring of 2002, Dr. Swofford was able to announce that the number of credentials granted increased and the number of emergency permits declined. In what Commission officials hoped would mark the beginning of a trend in increasing teacher supply, the number of credential waivers decreased by 17% and the number of emergency permits decreased by 5%. Meanwhile, data from fiscal years 1997-98 to 2000-01 showed that the career ladder programs put in place under Governor Wilson and expanded under Governor Davis were working. The example, the Paraprofessional Teacher Training Program increased in number from 580 in 1998-

99 to 2,268 in 2000-01, with major funding provided by the Davis administration. More people were considering a teaching career. The California Basic Education Skills Test (CBEST) is a pre-requisite for all teaching and service credentials in California and can therefore serve as one indicator of interest in teaching. While the number of CBEST examinees varies each year, data showed that there was a substantial increase in 2000-01 at 98,256 compared to 91,950 in 1999-00 and 94,062 in 1998-99.

Of the three university systems – California State University (CSU), University of California (UC) and private/independent universities – CSU prepared 55% of the teachers in the fiscal year 2000-01. Forty-one percent of the teachers were prepared in programs offered through private/independent universities and 4% were prepared through UC programs.

A July 8, 2001 article in the Davis Enterprise echoed Dr. Swofford's announcements:

Using everything from cash bonuses to recruiters in bright yellow sports utility vehicles California public schools and colleges are attempting to find new teachers and keep the ones they have. So far, they seem to be working. Recent statistics show encouraging signs, although the state's poorest schools still remain the worst off.

- A total of 20,116 potential teachers sought first-time full teaching credentials in the 1999-2000 school year, the latest figures available from the Commission on Teacher Credentialing. That was up from 19,451 the year before.
- The number of people taking the basic-skills test all prospective teachers must pass increased to 98,272 in 2000-2001 from 91,950 the year before, according to the CTC. In addition, a record 22,216 people took the test last month.

- The number of people teaching on “emergency permits,” meaning they don’t have full credentials, fell to 34,670 or 11.5 percent in 2000-2001 from 37,266 or 12.8 percent the year before.

To boost its recruitment efforts, the state in 1998 opened the California Center for Teaching Careers or CalTeach, a one-stop information and referral service. Since opening three years ago, CalTeach has gotten 16.6 million hits on its Internet site and has registered 53,565 potential teachers, some of whom have submitted 13,885 job applications online through CalTeach to California school districts.

As a result of NCLB, school districts in California accelerated and increased their efforts to recruit and hire qualified teachers. Coupled with Governor Davis’ recruitment and retention initiatives, the number of emergency permit requests decreased, while the number of credentialed teachers increased.

Transition to Teaching Grant Helps Reduce Reliance on Emergency Permits

In 2002, the Commission, in partnership with two large urban school districts, was awarded a federal Title II Partnership Grant to improve the quality of student achievement. Data showed that in the first four years of the Pre-Intern program, almost 90% of all pre-interns were retained for a second year in the district in which they were teaching. In comparison, approximately 65% of all teachers on emergency permits were retained for a second year. The Commission, working with San Diego City Unified School District, and Oakland Unified School District, was funded to pilot a “transition to teaching” project. Mr. Bersin announced, “By examining credential possibilities for every teacher serving on an emergency permit, expanding the Pre-Intern Program to expedite movement to a full credential, linking with universities in the regions to meet the need for specific types of preparation program,

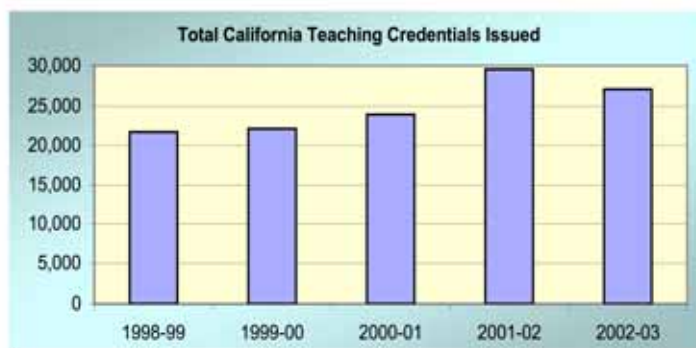
and taking advantage of every teacher incentive program enacted by the Governor and Legislature, this program promises to nearly eliminate emergency permits in our districts.” In addition to the district partners, the project included other agencies working together to form a common approach to recruitment and credentialing. These entities included the Project Pipeline Northern California Teacher Recruitment Center and the San Diego, Imperial and Orange Counties Teacher Recruitment Center, both of which were new state-funded public agencies responsible for teacher recruitment in response to local district needs.

The Impact of Teacher Recruitment and Retention Efforts

The following are excerpts from the Commission’s most recent annual report to the Legislature, *Teacher Supply in California*. The data demonstrates clearly that the recruitment, preparation and retention efforts enacted by the Legislature and Governor had a significant impact on teacher supply, until the budget cuts of 2002-03:

The following chart shows the numbers of teachers earning California credentials for fiscal years 1998-99 through 2002.

<u>Total California Teaching Credentials Issued</u>						
	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
California IHE Prepared	16,993	17,555	18,397	23,225	21,649	-6.8%
District Prepared	508	703	805	682	631	-7.5%
Out-of-State Prepared	4,216	3,864	4,724	5,629	4,856	-13.7%
Totals	21,717	22,122	23,926	29,536	27,136	-8.1%

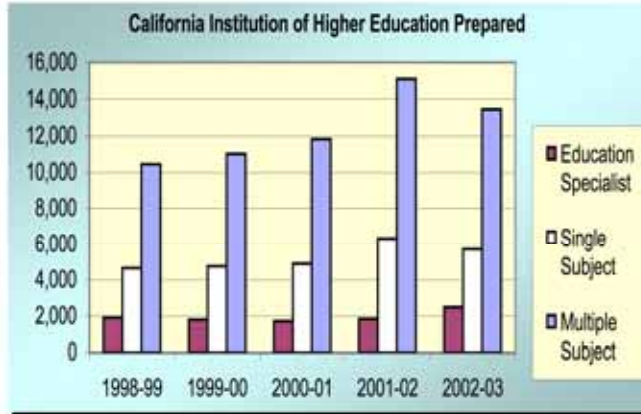


The following charts show the types of teaching credentials earned in California – California IHE programs, school district programs and teachers prepared in other

states. There are currently three basic types of teaching credentials issued by the Commission for service in K-12 academic settings. Multiple Subject Teaching Credentials authorize service in self-contained classrooms such as classrooms in most elementary schools. Single Subject Teaching Credentials authorize service in departmentalized classes such as those in most middle and high schools. Education Specialist credentials authorize service in special day classes and in resource programs for students with special needs.

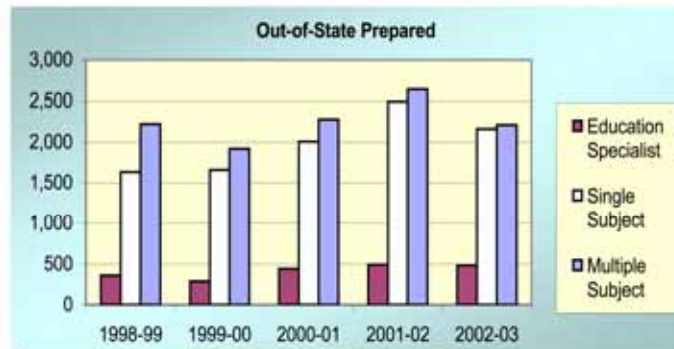
California IHE Prepared

	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
Multiple Subject	10,444	11,013	11,813	15,080	13,468	-10.7%
Single Subject	4,650	4,748	4,886	6,313	5,701	-9.7%
Education Specialist	1,899	1,794	1,698	1,832	2,480	35.4%
Total	16,993	17,555	18,397	23,225	21,649	-6.8%



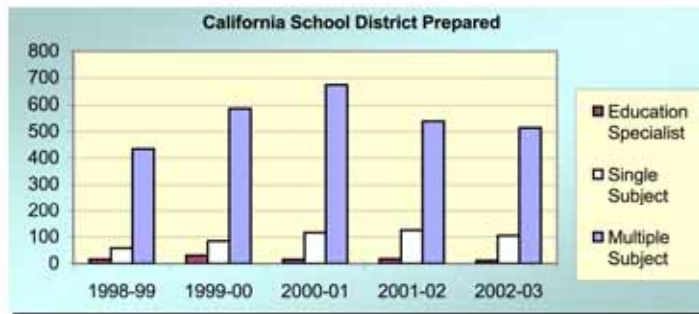
Out-of-State Prepared

	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
Multiple Subject	2,223	1,918	2,277	2,640	2,210	-16.3%
Single Subject	1,634	1,658	2,006	2,497	2,161	-13.5%
Education Specialist	359	288	441	492	485	-1.4%
Totals	4,216	3,864	4,724	5,629	4,856	-13.7%



By the 1990's, many colleges and universities offering teacher preparation programs were also offering an internship alternative. Several large school districts, and consortia of districts or counties across the state, were also offering teaching internship programs. All alternative programs must meet the same high standards as traditional programs and must be accredited by the Commission. Each program must show how it prepares interns prior to their classroom experience – usually during the summer – and must show how interns are mentored in addition to providing continued teacher education courses and seminars.

	<u>District Prepared</u>					
	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
Multiple Subject	434	587	673	539	514	-4.6%
Single Subject	58	85	117	126	106	-15.9%
Education Specialist	16	31	15	17	11	-35.3%
Total	508	703	805	682	631	-7.5%



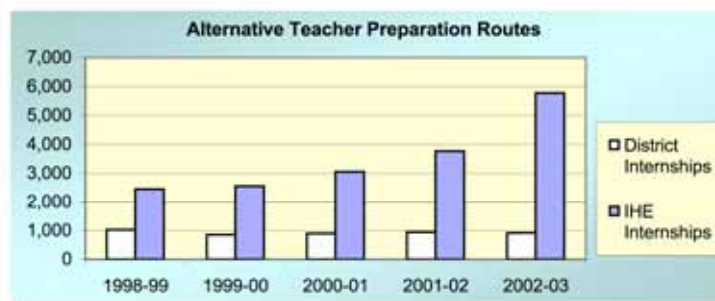
Data collected by the Commission showed that internship programs are particularly successful in recruiting career changers, males, and minorities into teaching. In 2002-03, 24.8 percent of interns who were elementary school teachers were male; 32 percent of those who taught special education were male; 52 percent of the interns who taught secondary school were female; 70 percent of the interns came to teaching as a second career. In 2002-03, 28.4 percent of interns were Hispanic and 7.3 percent were African American.

A December 20, 1999 edition of the *San Bernardino County Sun* trumpeted, “Teaching becomes 1st choice for 2nd career.” The *Sun* reported, “Area school districts employ former engineers, electricians, doctors, accountants and lawyers.” “They’re fascinating people, run the full gamut of professions and come in all ages, from late 20s to late 50s,” said Tom Davis, principal at Redlands East Valley High School. “They’re at that point in their professional career or lives that they want to make a complete change,” Davis said.

What is most striking is retention data for teacher interns. Of the interns whose first year was in 1998-99, 85.3 percent were still teaching in 2003.

The chart below shows the number of intern credentials and certificates issued for use in both IHE and school district programs. Data for fiscal years 1998-99 through 2002-03 show a steady increase in IHE internship programs with an enrollment of 5,779 in 2002-03 and a slight variation over time in district internship programs with an enrollment of 915 in 2002-03.

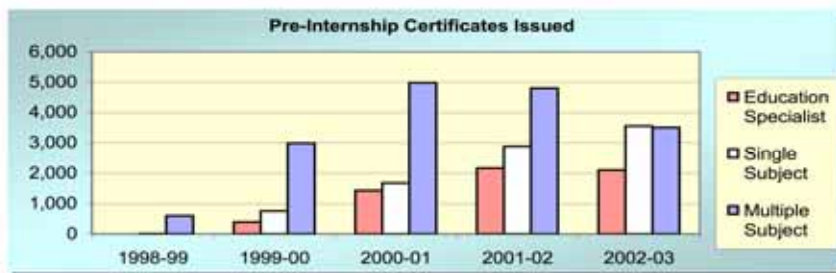
<u>Alternative Teacher Preparation Routes</u>						
	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
IHE Internships	2,458	2,557	3,056	3,769	5,779	53.3%
District Internships	1,030	855	897	944	915	-3.1%
Totals	3,488	3,412	3,953	4,713	6,694	42.0%



Analysis of the participation in the paraprofessional and pre-intern programs can help forecast future credential numbers. Participation in the Paraprofessional Teacher Training Program remained the unchanged at 2,266 participants in 2002-03. The Pre-Intern Program showed a 7% decrease in certificates issued from 2001-02 to 2002-03 from 9,841 to 9,152.

Pre-Internship Certificates Issued

	<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
Multiple Subject	597	2,987	4,981	4,799	3,500	-27.1%
Single Subject	12	760	1,677	2,875	3,550	23.5%
Education Specialist	0	395	1,434	2,167	2,102	-3.0%
Totals	609	4,142	8,092	9,841	9,152	-7.0%



<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change</u>
580	522	2,268	2,266	2,266	0.0%



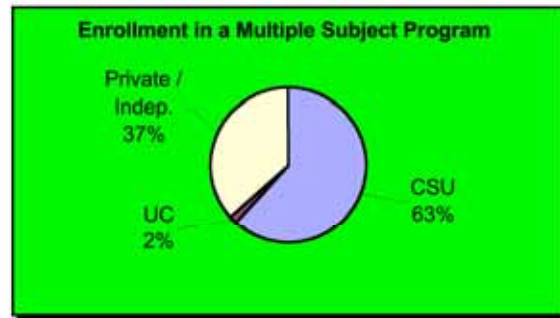
Tracking teacher preparation program enrollment can serve as yet another forecasting tool. Recent federal regulations, detailing the Elementary and Secondary Education Act, require all states to report data on teacher preparation.

Included in this report is enrollment data for all California IHE teacher preparation programs during fiscal year 2001-02.

The following charts show enrollment data for Multiple Subject Teaching Credential Programs, Single Subject Teaching Credential Programs and Education Specialist Teaching Credential Programs. The charts show this data according to enrollment in programs offered through the California State

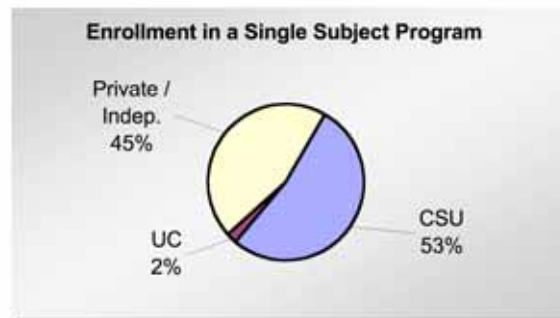
U1 **Multiple Subject**

U1 CSU	26,830
U1 UC	739
pr Private / Indep.	15,981
Total	43,550



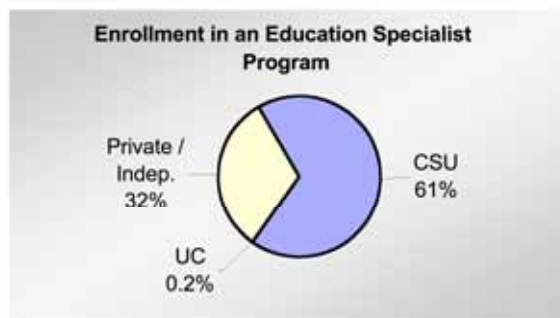
Te **Single Subject**

CSU	10,925
UC	450
Private / Indep.	9,323
Total	20,698



Education Specialist

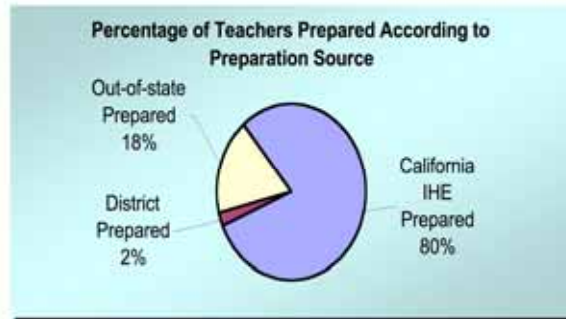
CSU	8,045
UC	24
Private / Indep.	3,773
Total	11,842



California Universities prepared 80% of the teachers in California in fiscal year 2002-03. Teachers prepared in other states who later became credentialed in California comprised 18% of newly credentialed California teachers. The remaining 2% of newly credentialed teachers were prepared through school district internship programs.

Percentage of Teachers Prepared According to Preparation Source
Fiscal Year 2002-03

<u>Certification Route</u>	<u>Multiple Subject</u>	<u>Single Subject</u>	<u>Education Specialist</u>	<u>Totals</u>
California IHE Prepared	13,468	5,701	2,480	21,649
District Prepared	514	106	11	631
Out-of-state Prepared	2,210	2,161	485	4,856



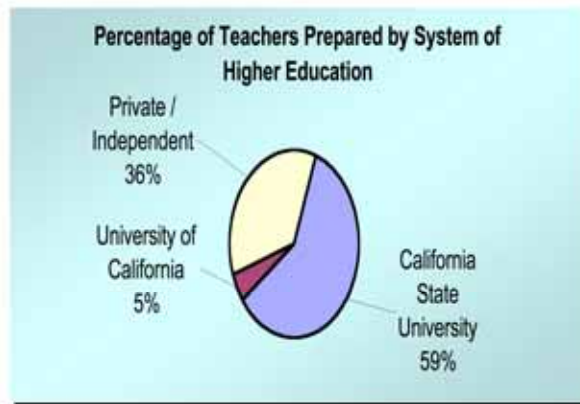
Of the three university systems – California State University (CSU), University of California (UC) and Private/Independent Universities – CSU’s prepared 59% of the new teachers in the fiscal year 2002-03. Private/Independent Universities prepared 36%, and UC programs prepared 5% of the new teachers.

One indicator of interest in teaching is the number of individuals taking the California Basic Educational Skills Test (CBEST). This exam is a prerequisite for all teaching and service credentials in California. It measures an individual’s basic competence in reading, writing and mathematics. There were 110,198

CBEST examinees during fiscal year 2002-03. This decreased 14.6% over the previous year. All examinee numbers include repeat test takers.

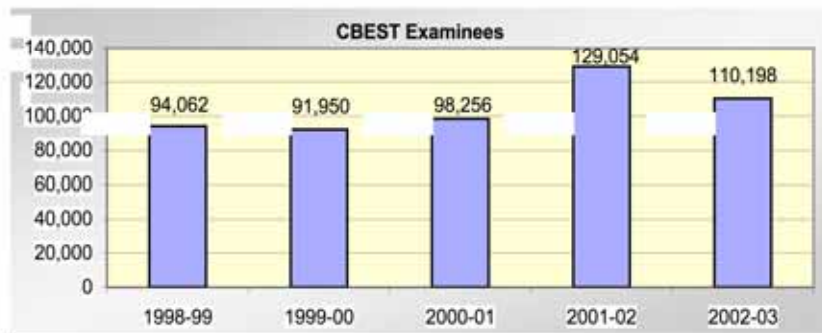
Percentage of Teachers Prepared by System of Higher Education
Fiscal Year 2002-03

California State University	12,798	59%
University of California	1,069	5%
Private / Independent	7,782	36%
Total	21,649	100%



CBEST Examinees

<u>1998-99</u>	<u>1999-00</u>	<u>2000-01</u>	<u>2001-02</u>	<u>2002-03</u>	<u>% Change over 01-02</u>
94,062	91,950	98,256	129,054	110,198	-14.6%



BTSA Contributes to Teacher Retention

In 2004, James B. Hunt, Jr., former four-time governor of North Carolina and a member of the national Teaching Commission, lamented the fact that across the country, states did not recognize the importance of beginning teacher support, preparation and assistance:

In the area of mentoring new teachers, we're actually losing ground. *Quality Counts 1997* reported that 16 states were requiring and funding induction programs for all new teachers. Seven years later, despite study after study recognizing the importance of mentoring in order to retain young talent in the classroom, only 15 states do so. Though focused and effective professional-development programs exist in many of our schools, scheduling and staffing barriers often

prevent teachers from gaining new skills and knowledge from their more experienced peers.

James B. Hunt, Jr., "A Quid Pro Quo For Teacher Quality" *Education Week*, June 17, 2004

California was one of the sixteen states providing mentoring, and it was becoming clear that the Beginning Teacher Support and Assessment Program was impacting teacher retention. Throughout the 1990's educators contended that about 50% of beginning teachers left the profession within three years. A 1997 study by California's Mark Fetler estimated that between 50% to 70% of newly credentialed teachers did not go on to seek teaching jobs. However, a detailed 2002 study undertaken by the Commission and the California Employment Development Department (EDD) revealed quite the contrary--that California schools retain their teachers at a significantly higher rate than the national average. After four years, 84% of California teachers remained in the classroom as compared to 67% of U.S. teachers. The study findings were based on a data comparison between the

Commission and the Employment Development Department, which matched teachers' credential information with wage employment data over a four-year period. An analysis of the data showed that California surpassed the national average in teacher retention (employed in public education) by 17%. Of the 14,643 individuals earning new California teaching credentials during 1995-96, over 13,000 became employed in the California public school system in their first year. Of these first year teachers, 94% were still employed in public education after their first year on the job, compared to 89% nationally. The data showed that 84% of the 1995-96 new teachers were still active in education after four years, compared to 67% nationally.

BTSA-Induction Retention Data 1998-2002

	One Year*	Two Years	Three Years	Four Years	Five Years
1998	95.6%	90.3%	86.0%	82.8%	83.6%
1999	91.9%	93.6%	85.2%	85.0%	
2000	87.5%	89.0%	88.3%		
2001	91.1%	91.4%			
2002	90.3%				

*Years of teaching

Another apparent outcome of BTSA is improved teaching. In 1998 twenty-one of the thirty local evaluation reports included data about the quality of teaching by BTSA teachers and BTSA graduates, based upon results from the state formative assessment. Several of these reports were based on general performance assessments of BTSA teachers and graduates. Others were based on more focused analyses of particular skill areas such as classroom management and student discipline. Some of the local evaluation reports compared BTSA teachers/graduates with other new teachers who were not (or had not been) in BTSA. All of the 21 reports showed

greater-than-expected performance or skill levels on the part of the BTSA teachers/graduates. These findings coincided with the results of the California New Teacher Project Evaluation study, in which an external contractor showed that pilot study participants used effective teaching methods significantly more often than new teachers who were not in the pilot study did.

Induction Tied to Student Achievement

Finally, a 2004 study tied the use of assessment in beginning teacher induction to increased student achievement. Mentor support for beginning teachers and a formative curriculum and assessment tool combine to improve teaching practices that can lead to improved student learning, according to research conducted by the Educational Testing Service (ETS). The findings were revealed in 2004 at a national teacher induction conference by researchers Marnie Thompson and Pamela Paek. The ETS study showed a pattern of small but consistent differences between beginning teachers who received frequent and structured support with ongoing examination of their teaching practice and those who received less support and assessment. The researchers examined the use of effective teaching strategies and data from California's STAR testing program using the California Formative Assessment and Support System for Teachers (CFASST, jointly developed by ETS, the Commission, and the California Department of Education). The ETS study is sponsored by the California Commission on Teacher Credentialing and supported by federal Title II funds.

The 2004 study showed that mentor support for beginning teachers and a formative curriculum and assessment tool combine to improve teaching practices that can lead to improved student learning.

Research Guide

- The study began with a survey of 1,125 third year teachers who had completed a BTSA Program using the formative assessment (CFASST) materials.

- 287 teachers responded to the survey (26%).
- Responses were from teachers from 78 BTSA programs in 107 school districts.
- A sub-sample of 64 respondents participated in study beyond the survey.
- 34 teachers participated in a blind case study involving multiple classroom observations and face-to-face interviews.
- STAR data was collected for the students of 144 survey respondents.
- API scores were used to control for pre-existing differences between schools or students.

The relatively small study showed a statistically significant difference between the two teacher groups in the area of instructional planning as well as consistently higher scores in all other measured areas of teaching practice. A similar pattern of consistent differences was found in positive effects on student learning. “The research findings are a positive ‘first step’ in the ongoing cycle of analysis and improvement in the California’s Beginning Teacher Support and Assessment (BTSA) Program,” said Lawrence H. Madkins, Jr., Chair of the CCTC.

Current improvement efforts of the BTSA program focus on improving the quality of teaching and increasing student achievement. In addition, the program is working on eliminating redundancy for teachers who have already received support as interns or pre-interns.

A Budget Crisis Threatens the Progress Toward Education Equity

...in the late 1990s California policy-makers focused on increasing the number of qualified teachers—a need sparked by the dramatic increase in underprepared teachers that resulted from the class size reduction (CSR) initiative. In addition, the state launched initiatives to strengthen the quality of teacher preparation and professional development....Evidence suggests that these efforts began to pay off. The number of new credentialed teachers increased, growing from

around 12,000 in the first half of the 1990s to more than 21,000 in the 2001-02 school year. And after years of increases, the number of underprepared teachers finally began to decline in 2001-02. Most importantly, the number of students performing at a proficient or advanced level on California's Standardized Testing and Report (STAR) test, the state's measure of academic achievement, began to rise.

“California's Teaching Force 2004”

The Center for the Future of Teaching and Learning

Looking back on the decade from 1994 to 2004, The Center for the Future of Teaching and Learning concluded:

A decade ago, the National Assessment of Educational Progress (NAEP) Reading Report Card announced that California students ranked lowest in the nation in average Grade 4 reading proficiency (Office of Education Research and Improvement [OERI], 1996). In response, California policy-makers redoubled their efforts to improve the state's schools. These efforts included a 27% increase in per-pupil spending over the next decade (Legislative Analyst's Office [LAO], 2001, 2004), the development of rigorous content standards, a revision of the state's assessment system to align with those standards, the creation of a strong accountability system, and a reduction in class size in the early elementary grades.

In addition to these broad efforts, in the late 1990s California policy-makers focused on increasing the number of qualified teachers—a need sparked by the dramatic increase in underprepared teachers that resulted from the class size reduction (CSR) initiative. In addition, the state launched initiatives to strengthen the quality of teacher

preparation and professional development. Specifically, the state sought to:

- Increase the production of fully credentialed teachers by the California State University (CSU) system.
- Expand alternative routes into the teaching profession, such as the intern program.
- Launch an aggressive teacher recruitment campaign, especially in low-achieving schools.
- Expand the induction program to include all first- and second-year teachers.
- Design a new two-tier credentialing system to introduce higher standards for teacher preparation programs and to require teachers to complete an induction program to earn a (professional clear) credential.
- Expand and add coherence to teachers' professional development, particularly in the areas of literacy and mathematics in the elementary grades.

“Evidence suggests that these efforts began to pay off,” said the Center.

Using data provided by the Commission, the Center explained that the number of new credentialed teachers increased, “growing from around 12,000 in the first half of the 1990s to more than 21,000 in the 2001-02 year.” The data showed that “after years of increase, the number of underprepared (i.e., not fully credentialed) teachers finally began to decline in 2001-02. Most importantly, the number of students performing at a proficient or advanced level on California’s Standardized Testing and Report (STAR) test, the state’s measure of academic achievement, began to rise.” The Center, which had played a key role in fostering the broad teacher recruitment and quality efforts, was able to report, “All of these indicators were good news for California.”

A budget crisis was threatening to erode the previous decade's progress in teacher recruitment and student achievement. California was not the only state to suffer budget upheaval during the early 2000s. However, California's budget experienced long-term structural problems due to a series of policy decisions resulting in an on-going imbalance between revenues and expenditures. Primary among the judgments were decisions to enhance retirement pay for entire segments of the state workforce. As Daniel Weintraub reflected in a *Sacramento Bee* article, entitled "California's Pension Benefits Among the Richest" (January 25, 2005):

For public safety employees...California policy is indisputably at the extreme end of generosity, granting pensions that give Highway Patrol officers and most local police and firefighters 90 percent or more of their final salary for life and allow them to retire with full benefits as early as age 50. But even the state's less generous benefits for the general work force are at the high end of the national spectrum....Combining the retirement age, the contribution rate, the multiplier and other benefits, California's (state pension) plan is arguably the richest in the nation. And it is just these many factors that allow the benefits to steadily creep higher, because lawmakers, at the behest of the public employee unions, are constantly proposing narrow bills that tweak one element or another of the complicated retirement formulas. In isolation, each change seems modest, but taken together, they have created a Cadillac plan....

An Increased Focus on Teacher Quality

The budget crisis was hitting California just as research was increasingly showing that quality teaching matters. According to James Hunt, one of the prominent members of the national *Teaching Commission*,

A recent study of Tennessee students revealed that the chances for 4th graders in the bottom quartile to pass the state's high-stake exit exam at the 9th grade were less than 15 percent for students who had a series of poor teachers. The chances for students from the same background who had a series of good teachers were four times as great: 60 percent. Excellent teachers, in other words, can be a substantial counterweight to socioeconomic status as the determination of what children and youths can learn....

Newest Teachers Face Lay-Off

In 2004, the *San Jose Mercury News* reported:

For years, prospective educators heard a near-panicked cry from California schools: "We're desperate for teachers."

But now, as they await the fallout from expected budget cuts, many new teachers face the prospect of being booted out of the classroom only a year or two after they arrived. Some are so worried about it that they are making contingency plans to move out of state.

Education analysts fear what an expected wave of layoffs this spring would mean down the road for public schools...Gov. Gray Davis' budget plan, released in January, calls for 6 percent across-the-board cuts in kindergarten-through-12th-grade education over the next 18 months, to help close what he estimates is a \$34.6 billion state budget shortfall. Adoption of a final budget is not expected until late

summer, but school district administrators cannot wait until then -- they have to start planning their spending cuts now. State law requires a five-month notice for teacher layoffs. Teachers for the 2003-2004 school year would start in mid-August, which means pink slips would go out by March 15 for most districts. Because they lack the union protection afforded tenured classroom veterans, new teachers -- often the most energetic and enthusiastic members of a school's faculty -- typically are the first to be laid off. With the deadline for layoff notices more than month away, job prospects for new teachers already are drying up. That is just what teacher-training advocates fear. In the past few years, California has been moving resolutely toward putting only state-certified teachers in classrooms. And recent federal regulations also call for schools to hire only ``qualified" teachers. So California will need new teachers -- as many as 250,000 in the next decade, said Moir of the New Teacher Center. But all the intensive, expensive efforts of late to nurture new teachers will be wasted if they leave for other states. Teachers faced with losing their positions also wonder what the effect will be on their students. With fewer teachers, class sizes will be bigger, and remaining teachers' time and energy will be stretched thin.

Governor Davis is Recalled

The budget crisis was one of the primary reasons Governor Gray Davis lost an historic recall election in November of 2003. Sacramento Bee columnist Dan Walters wrote on October 10, 2003, that "doing the 'smart' political thing just kept backfiring on Davis."

Another factor in his recall was Davis' focus on fund-raising and his selection of appointees who were political contributors. Ironically, the governor's instincts for self-preservation backfired. As Daniel Weintraub explained in his February 3, 2005 *Sacramento Bee* column:

Davis presumably believed until the end that he was an honest broker, even as those around him, even many of his own supporters, concluded otherwise.

Davis served in a time of growing distrust of government. Apparently, he and at least some of those close to him contributed to that distrust. Mark Baldassare examined this phenomenon in *A California State of Mind: The Conflicted Voter in a Changing World* (2002):

Californians simply do not trust their elected officials to spend taxpayers' money wisely or to be responsive to the public's needs and desires. This distrust of government is evident in the political climate surrounding the major policy issues of the day. For example, although California named schools and education as the most important issue facing the state, time and again in the surveys, they voiced their lack of trust in school officials and state government. They supported allocating existing state funds in a manner that favored schools, but they were not willing to pay higher taxes to support increased school spending.

A "Research Brief" issued in September of 2002 by the Public Policy Institute of California reviewed Baldassare's report:

Baldassare concludes that the idea of reform--from within—leading to a government that lives up to the public's expectations of responsiveness, efficiency, and effectiveness—holds the most promise for California. Only this can break the cycle of distrust that places government officials in the unenviable position of lacking the resources needed to tackle problems because the public does not trust them with the power or money to do so.

A High-Profile Legal Settlement

After Governor Davis was recalled in November of 2003 newly elected Governor Arnold Schwarzenegger moved to settle a case brought by the American Civil Liberties Union and others against California. The *Eliezer Williams, et al., vs. State of California, et al. (Williams)* case was filed as a class action in 2000 in San Francisco County Superior Court. The plaintiffs included nearly 100 San Francisco County students. The basis of the lawsuit was that the agencies failed to provide public school students with equal access to instructional materials, safe and decent school facilities, and qualified teachers. Whereas Governor Davis had argued that these issues fell under the purview of local school districts, Governor Schwarzenegger did not contest many of the lawsuit's claims. "It is a shame that we as a state have neglected the inner-city schools," Schwarzenegger said.

According to the California Department of Education, up to 2.3 million California public school students may benefit from funding from the *Williams* case settlement, along with increased information on the conditions of schools. As the Sacramento Bee editorialized on August 23, 2004:

At present, we don't know what it will take to fix school buildings, to ensure that schools are staffed with minimally sufficient numbers of qualified teachers and to determine if schools have enough modern textbooks. That's because the state doesn't currently track that information. The settlement changes that. The state also makes a down payment on fixing problems in the state's lowest performing schools, even as the state works to develop an effective system of oversight: \$800 million over four years to make emergency repairs; \$138.7 million for new textbooks; \$20 million to inventory facility needs; and \$30 million to build county superintendents' capacity to oversee low performing schools and pay for emergency repairs next year.

The Bee editorial did not point out that the \$1 billion settlement did not involve any new state money, but simply a reallocation of existing funds to address specific requirements.

The Controversy Over Teacher Preparation Re-emerges

Across the country the debate over teacher preparation re-emerged. The debate centered on several key issues: should teacher education schools focus on systematic approaches to acquiring basic skills and knowledge, or on critical thinking skills? How should colleges, universities and policymakers measure effectiveness in teacher preparation? Can novice teachers bypass coursework by learning on the job, or do they benefit from supervision and apprenticeships? The debate over systemic approaches to learning, particularly learning to read, has probably roused the most passion. Consider the following comments, offered by a professor within the education establishment:

Education's consumers want a variety of things from the public schools. Their top priority, however, is that all students will have the knowledge and skills necessary to get a job or get into college.

Public education is strongly supported precisely because everyone recognizes that if kids grow up unprepared for college or the workplace, it is bad for the community and it is devastating for the individual.

Schools have a broader mission than just teaching the basics, but the basics are the top priority. Failure to teach the basics is considered unsatisfactory no matter what else a school is said to produce.

On the surface, education professors agree with the public—but there is a caveat. For a variety of reasons—many having to do with their desire to promote equity, diversity, and social justice—professors believe that students who have memorized facts and gained skills through recitation, drill, practice, and the like, have been shortchanged.

Education professors contend that students who learn “the basics” through systematic, step-by-step methods, will lack the ability to integrate and creatively apply what they have learned...So instead of urging teachers to teach the basics and then add thinking skills, education professors tell teachers to use so called “best practice” teaching, i.e., teaching that blends the basics into student-led, collaborative learning experiences that are designed to produce thinking skills as an incidental outcome. Professors urge teachers to be a “guide on the side, not a sage on the stage.”

Can Education Schools be Saved?

Moderator: Lynne V. Cheney

June 9, 2003

Remarks by John Stone, Professor

College of Education

East Tennessee State University

The issue of how best to measure effectiveness of teacher preparation has received significant attention in California and across the country. Art Wise, a leader in teacher accreditation, has suggested that schools of education have improved markedly of late but need to pay additional attention to gathering objective data on the impact of their work:

What the public wants to know and what the certification process should reveal is whether new teachers can put to work what they have learned, so that their students will learn.

What are education schools doing? Long maligned, many of these schools now deserve kudos. Accredited education schools and those seeking accreditation are engaged in strengthening their programs and providing more information about the performance of their candidates and graduates. First, they are becoming explicit about the knowledge, skills dispositions, and teaching performance that they expect candidates to develop. Second, they are designing and implementing systems to assess whether their candidates are developing consistently with these expectations.

The real challenge for them is to determine how to assess the impact of their candidates on student achievement. Education schools know that they must gather evidence on candidates while they are still candidates, but they also know that the most persuasive evidence will come from studies of recent graduates.

What's Wrong with Teacher Certification?

Art Wise, *Education Week* April 9, 2003,

As the federal No Child Left Behind Act places intense pressure on states and school districts to prepare teachers who are “highly qualified” as defined by each state, some states have moved to create “fast track” approaches to teacher preparation. Unlike California, which holds internship programs to the same standards as conventional university teacher preparation, some states have virtually eliminated coursework and student teaching requirements for beginning teachers. But even California can benefit from reviewing research by the New Teacher Project and others showing that a focused, intense, supervised apprenticeship holds the key to teacher effectiveness and retention. Jeff Archer

described an apparently successful approach to teacher preparation by a training program that places more emphasis, not less, on supervised apprenticeships:

As schools of education are pressured to retool themselves, and as policymakers set up accelerated programs that churn out new teachers in a matter of weeks, Shady Hill (in Cambridge, Massachusetts) represents something of a third way of thinking about teacher preparation. Akin to an internship, its training program involves learning on the job, though under the intense supervision of seasoned educators. And while it bears some likeness to student teaching, experience in the classroom here isn't just part of the training, it's the core of it.

...Each (apprentice teacher) is paired with a mentor, called a "directing teacher," whose classroom the novice works in for five months. At that point, the apprentice switches to a different directing teacher for the remainder of the school year. Though the pairing might sound like team-teaching, it isn't. There's no question that the classroom belongs to the directing teacher, but the apprentice is kept completely in the loop about what's happening and why. Usually, novices spend most of their first few weeks observing, then gradually take on more responsibility until they actually run the class for a short period—"soloing," in Shady Hill parlance. "The difference is that this is so closely supervised," says Anne Snyder, the director of the program. "There's room for a lot of independence and responsibility, but our apprentices aren't the ones writing reports home. They're not the ones interacting with parents, for the most part. The buck doesn't stop there."

Throughout the year, directing teachers work with apprentices on such points as how to introduce a lesson, the pacing of instruction,

the importance of repetition. A major emphasis is placed on breaking down concepts into pieces small enough for young minds to digest.

A critical part of making that happen, say organizers of the Teacher Training Course, is recognizing that the apprentices are tuition-paying students, not employees. The school rarely has them fill in as substitutes if their directing teachers are absent, and it doesn't even count them in the pupil-teacher ratios that it puts in its marketing materials for parents. In a sense, their directing teachers work for them, not the other way around.

Observers who know the school say Shady Hill has no reason to apologize for proving fledgling educators with as ideal an environment as possible. Better that, they say, than what often winds up being the alternative: a sink-or-swim situation in which new teachers are forced to learn the ropes with virtually no formal support from their colleagues. What's more, time spent in the perhaps utopian world of Shady Hill holds the promise of sending apprentices off with high expectations for what teachers and students can do.

“Tools of the Trade”

Jeff Archer, *Education Week*, February 27, 2002

Shady Hill's experience has been replicated to a degree by a program of teacher preparation provided by the national New Teacher Project and Teach for America, which both provide more pre-service preparation for interns than required by California law. The New Teacher Project has found that by structuring teacher preparation to focus on student achievement, and by offering intense support, preparation and supervision,

they are able to prepare and retain effective teachers for the most hard-to-staff schools.

In the early 2000s teacher education accrediting bodies came under increased pressure to use objective data in making accreditation decisions. For example, the National Council for the Accreditation of Teacher Education revamped its standards. Starting in 2001, the Council accredits education colleges only if graduates get good scores on tests of subject matter and teaching skills. And it demanded evidence that teacher candidates could actually teach.

In California, the Commission is once again reviewing state approaches to accreditation of educator preparation programs to determine how best to hold institutions accountable. In explaining the need for a review, the Commission explained:

The Commission is responsible for ensuring that all programs that prepare educators to teach in California's K-12 public schools are of sufficient quality. One critical way that the Commission performs this function is through its system of accreditation that attempts to determine whether, in fact, approved programs are implementing programs that meet the Commission's adopted standards of quality and effectiveness.

The current *Accreditation Framework*, which contains the Commission's accreditation policies for educator preparation, was adopted in 1995 following enactment of SB 148 by Senator Marian Bergeson (Chapter 1455, Statutes of 1988) and SB 655 (Bergeson, Chapter 426, Statutes of 1993). Over the past decade, several major developments have taken place that suggest that a review and possible redesign of the existing system is both timely and

appropriate. Further, last spring, the Commission satisfied the California Education Code requirement that the Commission ensure completion of an independent evaluation of the *Framework*. In March 2003, the American Institutes for Research (AIR) submitted a final report on its three-year evaluation of the *Framework*. The report contains numerous findings and recommendations.

At its January 2004 meeting, the Commission directed the Committee On Accreditation to meet with stakeholders to suggest a process for review of the Commission's *Accreditation Framework* that would be open, inclusive, and consultative.

Reports Outline California's Strengths and Weaknesses

Three reports released in January of 2005 outlined the strengths and weaknesses of California's education system as Governor Arnold Schwarzenegger began his second year in office. Laurel Rosenhall, *Sacramento Bee* Staff Writer, offered the following summaries in the January 27, 2005 issue of the *Bee*:

California's K-12 Public Schools: How Are They Doing? Rand Corporation:

California teachers are paid less than the national average and have more students in their classrooms than teachers in other states do. The state's student-teacher ratio is the second-highest in the country.

California spends less on school construction and maintenance than other states and has severely inadequate

school buildings. Recent approval of large bonds should improve many school facilities.

The state's school children are costly to educate because so many lack English proficiency and come from poor families. Yet California spends less per student annually (by more than \$600) than the average state to educate its children.

On math and reading tests, the state's students perform better than students in just two states: Louisiana and Mississippi. When family background is accounted for, California students score the worst in the nation.

The State of State English Standards, The State of State Math Standards: Thomas B. Fordham Foundation:

California expects a lot from its students. The state's math and English standards are among the highest in the nation.

State Report Cards: Education Week

The state is one of six that have clear and specific standards in core subject areas at elementary, middle and high school levels.

California students are more likely to attend a large school than students in most other states. Rates of absenteeism, tardiness and physical conflicts are higher in California schools than in many states. The state does well in

surveying parents, teachers and students about conditions at school.

Wealthy districts have slightly more revenue than districts with low property values, putting the state in the middles range of all states in terms of resource equity.

Governor Schwarzenegger, is proposing a number of reforms he contends will improve education and make government more effective and efficient. The Governor proposes to eliminate teacher tenure, institute merit pay, increase funding for vocational education by \$20 million and revise the Constitutional amendment dictating that a portion of state revenues go to education. Governor Schwarzenegger also proposes to eliminate over eighty boards and commissions, consolidate numerous agencies and mandate automatic cuts in state spending to match incoming revenue. Proponents argue that the Governor's education proposals will help California citizens "get what they pay for" from public schools while "blowing up the boxes" of the state "bureaucracy". Opponents accuse the highly popular Governor of under-funding education while proposing to consolidate too much power in the governor's office.

There are some boards and commissions that were instituted solely at the request of a narrow special interest. There are others that are duplicative. Still others have not been responsive to the public. When reviewing the necessity or desirability of maintaining a board or commission, California policymakers might prepare an objective analysis, starting from a historical point of view.

Hiram Johnson's Progressives created new regulatory boards and commissions to curb the influence of corporate and financial special interests. In addition to supporting direct democracy, the Progressives wanted to place regulatory authority in independent commissions not subject to direct political control. A key question for policymakers might be: "Will elimination of this board or

commission curb the influence of narrow, special interests, or will lead to politicizing of the issues under the current board's purview?"

The Commission on Teacher Credentialing is not slated for elimination or consolidation under the Governor's proposal; however, some special interest groups and politicians continue to call for consolidation of the Commission with the State Department of Education. The particular history of the Commission may be useful to state policy analysts as they review policy options in this arena. Assemblyman Leo J. Ryan Chaired a special Subcommittee on School Personnel and Teacher Qualifications in 1967. The Subcommittee called for creation of the Commission as an independent regulatory board in the Executive Branch because politicians and political appointees used the Committee of Credentials as a political tool rather than an objective review process. In short, they politicized the process of teacher discipline. The Assembly Committee wrote in their report, "The Restoration of Teaching:"

The Assembly Committee finds that the State Board of Education "has failed" in its responsibility to police the functioning of its Committee of Credentials" and that the Committee of Credentials within the CDE does not judge teachers on objective standards of conduct, nor does it apply the so-called standards which it does use equally to persons accused of the same or similar offenses.

Teaching is the only profession requiring a college degree plus substantial graduate study and experience which does not police itself for malpractice and offenses repugnant to continuance in the profession.

The committee's use of open, public meetings for the discussion of extremely delicate personnel matters is not only inappropriate and embarrassing to the teacher, but also provides those members of

the committee who desire it with a platform of publicity with which they may foist their views of morality upon the public through the media.

In summary, we have concluded that the Committee of Credentials...tends to ignore the typical American rules of fair play and legal rules of evidence. The result is often intimidation of school teachers into silence or their acceptance of the committee's own views of proper conduct.

It may be difficult for any politician, especially an elected official or appointees who are not representative of the state as a whole, to withstand the temptation to engage in politics when dealing with issues surrounding educator conduct. This is one of several reasons why the Legislature created a commission on teacher credentialing comprised of public members and representatives of school districts, administrators, teachers and other educators.

Strategic Recruitment and Hiring is Shown to Work--Even in Hard-to-Staff Districts

The timeline is what made me decide not to pursue a position (with your urban district). It got to be the beginning of school (and) I ended up taking another offer, but this was the one that I wanted.

Special education teacher applicant, as quoted in “Missed Opportunities: How We Keep High-Quality Teachers Out of Urban Classrooms” 2003 The New Teacher Project

The late 1990’s saw the emergence of a nonprofit organization “dedicated to partnering with educational entities to enhance their capacity to recruit, select, train, and support new teacher effectively.” The New Teacher Project was formed

in 1997 to address the growing issues of teacher shortages and teacher quality throughout the United States. Since its inception, it has worked with school districts, including districts in California, to significantly improve the quality of their teaching forces. It has attracted and prepared more than 10,000 new teachers and launched 39 programs in 19 states.

In a 2003 report funded by the Annie E. Casey Foundation, New Teacher Project authors Jessica Levin and Meredith Moss Quinn dispel the myth that urban school districts with low-income and minority children have an inability to attract high-caliber teachers. To the contrary they report, “Thanks to stepped-up recruitment efforts, high-quality teacher candidates regularly apply in large numbers to teach in hard-to-staff districts.” “The problem is, they do not get hired.” Levin and Moss Quinn conclude:

The failure of many large urban districts to make job offers to new teachers until July or August is largely to blame for this problem. Because of hiring delays, these districts lose substantial numbers of teacher candidates—including the most promising and those who can teach in high-demand shortage areas—to suburban classrooms that typically hire earlier.

As a result, urban districts lose the very candidates they need in their classrooms...and millions of disadvantaged students in American’s cities pay the price...

The New Teacher Project research showed that:

With aggressive recruitment, teachers apply in large numbers.

By implementing targeted, high-impact recruitment strategies, all urban districts (surveyed) received hundreds, if not thousands, of applicants—many more than they needed to successfully fill their existing vacancies. But despite having hundreds of applicants in high-need areas and many more total applicants than vacancies to fill, each district was left scrambling at the 11th hour to fill its openings.

Applicants withdraw after months in limbo.

Fed up with hanging in limbo for months, not knowing if or when they would teach, anywhere from 31 percent to almost 60 percent of applicants withdrew from the hiring process, often to accept jobs with districts that made offers earlier. Of those who withdrew, the majority (50 percent to 70 percent) cited the late hiring timeline as a major reason they took other jobs.

Districts lose stronger applicants and hire weaker ones.

The most serious issue is that many of the best candidates, who have the most options, were the most likely to abandon hard-to-staff districts in the face of hiring delays. This forced these districts to fill their vacancies from an applicant pool with higher percentages of unqualified and uncertified teachers. In fact, the initial findings of this study reveal that applicants who withdrew from the hiring process had significantly higher undergraduate GPAs, were

40 percent more likely to have a degree in their teaching field, and were significantly more likely to have completed educational coursework than new hires.

The New Teacher Project cited “three widespread hiring policies the would tie the hands of even the most competent human resources department:”

1. Vacancy notification requirements, which typically allow retiring or resigning teachers to provide very late notice of their intent to depart, thereby making it very difficult to know which vacancies will exist in September. Three of the four districts (studied) had a summer notification deadline for departing teachers or none at all, while the fourth had a mid-May requirement that was rarely enforced.
2. Teachers union transfer requirements, which often further delay staff hiring by giving existing teachers the first pick of openings before any new teacher can be hired. Timetables provided in union contracts and local laws frequently undermine expedited transfer processes by extending transfer decisions until a few months, weeks, or—in some cases—days before schools reopen. Collective bargaining policies that require schools to hire transferring teachers create additional delays by making principals reluctant to post vacancies and interview for fear of being forced to accept a transferring teacher they do not want.

3. Late budget timetables and inadequate forecasting, which foster chronic budget uncertainties and leave administrators unsure about which positions will be funded in their schools. State budget timelines are a major source of the budget delay and uncertainty. In 46 states, the fiscal year does not end until June 30; even then, states may not need to pass a budget if they seek an extension.

“To solve the teacher quality gap,” concludes the New Teacher Project, “stakeholders must unite around the goal of hiring and providing school placements for most new teachers by May 1 each year.”

Most of the teachers who withdraw their applications are committed to teaching in urban schools, and many want job in high-need areas.

Those who withdrew were serious applicants. Almost half said they definitely or probably would have accepted an offer from the urban district if it had come earlier. Equally significant, between 37 percent and 69 percent of the known withdrawers were candidates for hard-to-fill positions.

Experts Again Forecast a Severe Teacher Shortage

In the Elk Grove Unified School District, where explosive growth has officials planning to open 20 new schools in the next four years, they are posting job openings online and visiting selected universities to find a diverse candidate pool.

But education experts caution these ongoing efforts may still fall short in the face of a potential teacher shortage of a magnitude unseen since the mid-1990s.

That's when the state passed a law authorizing class size reduction, which mandated a 20-to-1 student-to-teacher ratio in kindergarten through third grade.

The result: By 1999, there were 42,000 uncredentialed teachers in classrooms throughout California.

In the next several years, the state sunk hundreds of millions of dollars into aggressive efforts to recruit and train teachers, shrinking the number of underprepared teachers...

“Schools Expect Teacher Crunch”

Erika Chavez, *The Sacramento Bee*, December 13, 2004

Ms. Chavez wrote, “A report by the Center for the Future of Teaching and Learning released last week predicts a need for 60,000 new teachers in the next five years, and as many as 100,000 over the next decade, as baby boomers begin to retire from the profession.” She continued, “Adding to the problem: a strapped state budget has meant the end of the vast majority of teacher recruitment efforts.”

A 2004 report of the Center for the Future of Teaching and Learning outlined the dilemma facing California's schools, especially schools serving disadvantaged students:

The budget crisis in California appears far from over, and programs that strengthen the state's teaching force are more likely to get cut than increase. Still, the state has set the expectation that all students will master the California academic standards, and it has put the burden of getting students to succeed on local school districts and schools.

With uncomfortable consistency, those districts and schools that serve poor communities have the least-prepared teachers. In settling the *Williams* lawsuit, the state acknowledged its responsibility for ensuring students have equal learning opportunities. Now, California must find a way to help those school move beyond a *desire* to provide success for their students to ensuring they have the *capacity* to generate success.

Through budget cuts and policy choices, California has largely disrupted the system in which the state invested to ensure that new and veteran teachers have the knowledge and skills to teach a growing and diverse group of more than 6 million students. Without a reversal of course, students are likely to have more underprepared teachers and more classmates in every class.

Without state intervention, these problems will grow increasingly dire over the next decade. We believe there is a small window *now* for the state to act to avoid a crisis of the magnitude we saw in the late 1990s. Now, unlike then, the warning signs are clear; the crisis is avoidable.

“Teach” Captures the Challenges and Rewards of Teaching

In the early 2000s Hollywood director Davis Guggenheim released a 30-minute documentary called “Teach.” Guggenheim wanted to use “Teach,” which follows four Los Angeles teachers through their first year in classrooms of mostly low-income, minority students, as a recruiting tool. “I thought if I told a story,” he said, “we could use film to dramatically convince people to go into teaching.” In a *Sacramento Bee* editorial praising the film, Susanna Cooper wrote:

Yet the film is no sugarcoated representation. It is an unvarnished look at what can be a lonely crusade.

We meet kindergarten teacher Maurice, who tries mightily but fails to get special help for a little boy with severe speech problems, and ultimately spends his own afternoons giving the extra attention the child needs.

We meet Georgene, who teaches her recent-immigrant high school students to fight back when the school district threatens to cut their class and move them all into mainstream programs for which they are clearly not ready. (She succeeds.)

There’s Andrew, who – in an agonizing decision to ask for intervention from social workers – saves a boy in his elementary special education class from further injury at the hands of abusive parents.

And there’s Genevieve, who “wanted to teach the kids no one else wanted to teach.” With her own money she buys disposable cameras for her students and creates a gallery of joyous images from the photos they’ve taken of themselves and their families. After screening the documentary for a group of Sacramento academics and policy-makers—who, by the way, all got a little misty-eyed—

Guggenheim said, somewhat—apologetically, “We’re a little short on policy.”

But no policy can do what Guggenheim has done: illuminate the deeply emotional bonds the best teachers form with their students. For all the obstacles its subject must overcome, “Teach” shows just how powerfully rewarding it was for them to touch and change their students’ lives.